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ABSTRACT

In this report, the California Postsecondary Education Commission provides an assessment of the progress that has been made in achieving the goal of Senate Bill (SB) 121: improving student transfer among the California Community Colleges, the California State University, and the University of California. The report demonstrates that the transfer function involves several complementary components--from systemwide programs and services to personal, interinstitutional relationships--which mitigate against relying on a single measure of its effectiveness. Statistical information available on student transfer show that, despite the effects of nearly a half-decade of recession-driven funding reductions, the numbers of students taking advantage of transfer opportunities to continue their academic careers after high school have recovered from several years of decline to reach its highest point this decade. Section two summarizes the progress that has been made in meeting the major provisions of SB 121. Section three provides a qualitative description of how the transfer function operates at three selected community colleges. Finally, in section four, the Commission offers its overall findings about the transfer function and future directions that should be pursued. Appended in this report are a glossary of transfer-related terms, case study profiles, and a copy of SB 121. (VWC)

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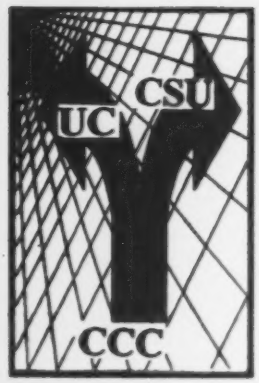

PROGRESS REPORT ON THE COMMUNITY COLLEGE TRANSFER FUNCTION

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JUNE 1996

COMMISSION REPORT 96-4

Summary

Senate Bill 121 (Chapter 1188, Statutes of 1991) implements recommendations of the 1988 report of the Legislature's Joint Committee on Review of the Master Plan regarding desirable improvements in the operation of the transfer function in California public higher education. In this report, the California Postsecondary Education Commission provides an assessment of the progress that has been made in achieving the goal of SB 121: improving student transfer among the California Community Colleges, the California State University, and the University of California.

The report demonstrates that the transfer function involves several complementary components -- from systemwide programs and services to personal, interinstitutional relationships -- which mitigate against relying on a single measure of its effectiveness. Statistical information available on student transfer show that, despite the effects of nearly a half-decade of recession-driven funding reductions, the numbers of students taking advantage of transfer opportunities to continue their academic careers after high school have recovered from several years of decline to reach its highest point this decade.

However, despite the success of California's public colleges and universities in facilitating student transfer from community colleges to baccalaureate degree-granting institutions, many of the interpersonal and interinstitutional components of the transfer function have suffered as a result of fiscal stringency. Three case studies of campus practices and perceptions regarding student transfer have been included in this report to provide an "on-the-scene" view of the transfer function and process from the perspectives of staff, faculty and students on California's campuses. Their varying perceptions of the relative importance of the individual components of the transfer function point to the level of complexity in the actual transfer process.

Strong evidence that the transfer function is still operational, and is perceived by students to be a viable route to attainment of a baccalaureate degree or higher, can be derived from the fact that more students are making the transition from community college campuses to baccalaureate institutions within California; this despite declining fiscal and human resources being devoted to the transfer process. In addition, legislation has been recently adopted that seeks to encourage even greater collaboration between community colleges and public universities (SB 1914, Killea) and among community colleges (SB 450, Solis). Coupled with the Commission's review of transfer activities, several areas have been suggested as goals to be pursued in an effort to strengthen and expand the transfer function.

The Commission adopted this report at its June 3, 1996 meeting on the recommendation of it Educational Policy and Programs Committee. Further information may be obtained from Charles Ratliff, deputy director, at (916) 322-8017. Additional copies of the report (96-4) may be ordered from the Commission at 1303 J Street, Sacramento, CA 95814-2938 or by telephone at (916) 445-7933.

PROGRESS REPORT ON THE COMMUNITY COLLEGE TRANSFER FUNCTION

A Report to the Governor and the Legislature
in Response to Senate Bill 121
(Chapter 1188, Statutes of 1991)

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 96-4
PUBLISHED JUNE 1996

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1 Progress on Improving Community College Transfer

Introduction

One of the most highly valued aspects of California's postsecondary education system is the promise it holds for all Californians that access to a college or university will be available if they have the will to apply and prepare themselves to benefit. The 106 community colleges located throughout the state have served as a primary vehicle for keeping that promise, particularly for students not regularly admissible to baccalaureate institutions directly from high school. Access alone, however, is not sufficient to meet the needs and aspirations of a state that has been a world leader in economic and intellectual advances. The successful progression of students to completion of baccalaureate and advanced degree programs is critical to the future of California and underscores the importance that has been attributed to the transfer function of the community colleges since adoption of the Master Plan for Higher Education in 1960.

Senate Bill 121 (Chapter 1188, Statutes of 1991), which is reproduced in the appendix to this document, implements recommendations of the 1988 report of the Legislature's Joint Committee on Review of the Master Plan regarding desirable improvements in the operation of the transfer function in California public higher education. Among its major provisions, the legislation:

- Calls upon the California Community Colleges, the California State University, and the University of California to develop a common core of general education courses to enhance transfer prospects from the community colleges to the universities;
- Requires that the governing boards of the three public systems develop and implement formal systemwide articulation and transfer agreement programs, and it directs campuses in both university systems to sign articulation agreements with community colleges for each of their undergraduate programs that have lower-division prerequisites, and community colleges to sign discipline-specific transfer agreements with as many university campuses and majors as possible;
- Mandates that the Board of Governors of the California Community Colleges, community college districts, and individual community colleges provide sufficient services (transfer centers, special counseling, program and administrative coordination, etc.) in order to "affirmatively seek out, counsel, advise, and monitor the progress of potential and identified community college transfer students";

- Instructs the State University and the University to assure that their respective systemwide and campus enrollment plans include, as a specified priority, adequate spaces for community college transfer students in all schools and academic departments;
- Directs the community colleges to give preference in transfer services to students from historically underrepresented backgrounds and economically disadvantaged families and the universities to do the same in their admission decisions involving transfer;
- Requires that the State University maintain a ratio of 60 percent upper-division students to 40 percent lower-division students, and it requests that the University meet this enrollment target by the 1995-96 academic year;
- Instructs all three systems to prepare annual transfer reports with both statistical data and qualitative information about the number and demographic characteristics of their transfer students and about transfer student persistence and progress; and
- Calls upon the Commission to issue a progress report by April on the success of the bill in achieving its objectives.

Although the statute does not mandate transfer as the single most important function of the public higher education systems, it emphasizes: (1) that "a viable and effective student transfer system is one of the fundamental underpinnings of public postsecondary education in California"; (2) that the "primary role" of the community colleges is "to prepare students for upper division access to the California State University and the University of California"; and (3) that community college students transferring to the universities should receive "high priority for admission," and have "high priority access to majors of choice."

In this report, the Commission provides its assessment of the progress that has been made in achieving the goals of SB 121 -- improving the effectiveness of the transfer function among California's colleges and universities. Two observations are offered as a context for fully understanding this report:

- First, the Commission notes that the transfer function involves the integration of a complex array of programs, services, and institutional relationships that are not solely the responsibility of the community colleges. Admissions requirements, academic major and general education requirements, course articulation, information dissemination, faculty interaction, and actual university admission practices all factor into an assessment of the transfer function.
- Second, since the adoption of SB 121, the State has been buffeted by recessionary pressures that have reduced the dollars available to support higher education, including transfer-related activities. In partial response to the State's budgetary woes, student fees have been allowed to rise substantially which may have had an impact on historical college enrollment behavior of students. More students

may be considering community college enrollment as an acceptable -- or necessary -- path towards a baccalaureate degree.

The balance of this report has been organized as follows. Section Two summarizes the progress that has been made in meeting the major provisions of SB 121. Section Three provides a qualitative description of how the transfer function operates at three selected community colleges. A case study approach is used to capture the various ways that campuses combine their resources, and those of their major receiving institutions, to facilitate student transfer. Finally, in section Four, the Commission offers its overall findings about the transfer function and future directions that should be pursued.

2 Progress in Complying with the Major Provisions of the Law

MANY OF THE GOALS of SB 121 have already been achieved by the State's public colleges and universities or substantial progress toward their achievement has been made, as the following paragraphs attest:

A "common core of general education courses"

The Intersegmental General Education Transfer Curriculum (IGETC) -- often referred to as the "core transfer curriculum" -- is a general education program that community college students may use to fulfill lower-division general education requirements at either the State University or University without the need, after transfer, to take additional lower-division general education courses. All of California's 106 community colleges now offer an approved list of courses from which students may select to meet general education curricular requirements at the State University or University campuses of their choice. Developed in response to AB 1725 (Vasconcellos, Chapter 973, Statutes of 1988), the curriculum was adopted in 1990 by the Intersegmental Committee of the Academic Senates (ICAS) and implemented in the 1991-92 academic year.

Articulation agreements

SB 121 requires that the governing boards of the three public systems develop and implement formal systemwide articulation and transfer agreement programs. The systems have taken these actions:

- In November 1991, the Board of Governors of the California Community Colleges received a report, *Transfer: A Plan for the Future*, which put into place the community colleges' plan for continued and expanded transfer and articulation efforts. The plan includes seven key elements within which either new or ongoing efforts have evolved: strengthening the academic preparation of students; strengthening the transfer curriculum; improving academic advising; improving articulation and expanding intersegmental transfer programs; increasing transfer among underrepresented students; developing information and accountability processes for transfer; and increasing opportunities for transfer to independent colleges and universities. The community colleges have also recommended that the Intersegmental General Education Transfer Curriculum (IGETC) be reviewed to assess its effectiveness in meeting the goals of AB 1725 and SB 121. The Board of Governors formally adopted the IGETC in March 1991.

- The Trustees of the California State University have reviewed and approved the issuance of three Executive Orders (EO) that authorize community colleges to certify transfer course credit at three levels:

  1. The first of these -- EO-167 (issued 23 years ago, in 1972) -- authorizes community colleges to certify lower-division coursework for at least elective credit toward the baccalaureate degree at all State University campuses.

  2. The second -- EO-405 (issued 13 years ago, in 1982) -- authorizes community colleges to certify completion of the State University's requirements for U.S. History, Constitution, and American Ideals.

  3. The final order -- EO-595 (issued in 1992, replaced EO 338 which was issued in 1981) -- allows the community colleges to certify coursework completed toward the CSU General Education Breadth program and permits certification of the Intersegmental General Education Transfer Curriculum (IGETC) completion as fulfillment of the State University's lower-division general education requirements.

The State University considers the intersegmental transfer curriculum to be a critical component of its transfer agreement program. All State University campuses honor the successful completion of IGETC coursework by transferring students. Other elements of the State University's transfer agreement program, including transfer agreements, course articulation, counseling and advising services, and other activities designed to facilitate student transfer are combined in different ways by the various campuses to reflect local and regional needs. As such, they do not have systemwide applicability.

- On September 19, 1991, the Regents of the University of California received a staff *Report on University of California Transfer Programs and Transfer Plan for Community Colleges*, prepared in response to SB 121. The section devoted to articulation efforts proposed: (1) continued development of Project ASSIST (additional detail on this project is provided below), as part of the goal of linking all campuses of the three public systems to a statewide information network; (2) institutionalization of the Intersegmental General Education Transfer Curriculum; and (3) expansion and improved use of major preparation agreements. Full implementation of the plan was contingent on receiving funding for new activities. Formal action to adopt the report was not required as the Board of Regents had previously delegated authority for courses and articulation to the Academic Senate. Although no new funding was forthcoming after adoption of the transfer plan, the University was still able to make progress in achieving some of its goals through reallocation of available resources.

  The transfer plan has not altered the University's historic practice of permitting each campus to establish independent agreements with community colleges. By delegation of the Board of Regents, the responsibility for course articulation

resides with the Academic Senate and there are consequently no systemwide policies requiring all University campuses to honor any particular articulation agreements with community colleges. Each campus establishes its own set of articulation agreements with community colleges and the University's Office of the President reports that each campus is honoring its agreements. Like the State University, the University considers the Intersegmental General Education Transfer Curriculum to be a vital component of its transfer agreement program and all University campuses honor the IGETC coursework successfully completed by community college students. All other components of the University transfer agreement program are combined in various ways by each campus to reflect local and regional needs.

- The State University and the University have initiated two intersegmental efforts with their community college counterparts to facilitate successful student transfer through course articulation, including:

  1. The Articulation System Stimulating Interinstitutional Transfer Project (Project ASSIST) is a computerized articulation and transfer planning system for the public sector jointly supported by each of the three public higher education systems. It maintains a statewide database of all the articulation agreements approved by the public colleges and universities. This database is now available on the Internet to any user and it offers a useful tool for students planning to transfer to align their coursework with specific majors and universities throughout the state.

  2. The California Articulation Numbering (CAN) system assigns common numbers to courses that are deemed to be comparable between systems. The common numbering provides community college students with the ability to determine ways in which their coursework can be applied to meet lower-division course requirements for majors at State University campuses. The University of California does not participate in the CAN system.

- The Intersegmental Coordinating Committee (ICC) reports that there is limited participation by independent colleges and universities in formal articulation agreements. Several independent colleges and universities have, however, negotiated transferrable course agreements and general education/breadth agreements on an individual basis with State University and University campuses. The full extent to which these institutions are negotiating articulation agreements with community colleges is unknown.

Formal course articulation agreements generally fall within one of three areas: (1) general education breadth agreements, such as those represented by IGETC, (2) transferrable course agreements, such as those addressed by the State University's Executive Order 167, and (3) course-by-course agreements, which are generally used to build articulation of lower-division coursework required for a particular major. Regarding the requirement for course-by-course -- SB 121 refers to these

as discipline-specific -- articulation agreements between individual university campuses and community colleges, literally hundreds of these agreements have been signed in recent years. The Commission is unable to report the exact proportion of undergraduate majors on each campus of the State University and University that currently have entered into agreements with nearby community colleges. However, at least this much information is available:

- The Chancellor's Office of the California Community Colleges reports that all 106 colleges have several articulation agreements in effect with specific departments, programs, or majors at nearby university campuses, and that some colleges have established agreements with the majority of the undergraduate programs on those campuses. In addition, many community colleges have developed informal major-to-major articulation guidelines with universities within their region. However, these informal guidelines do not carry "official" status and thus do not assure students that all of their coursework will be accepted by the receiving university. On December 3, 1993, the Academic Senate for the community colleges sought to accelerate the progress of developing these major-specific transfer agreements by directing its Executive Committee to prepare a model systemwide transfer agreement program in the discipline of business administration for the Senate's consideration at its Spring 1994 conference.

- The Chancellor's Office of the California State University reports that all State University campuses have formal articulation agreements by baccalaureate degree-granting campuses with at least 26 service-area community colleges. SB 121 requires articulation agreement with at least five community colleges. The extent of articulation varies since some campuses focus on major articulation -- which is an agreement that covers all courses required for a particular major -- and others focus on department articulation -- which is an agreement covering all classes offered by a particular department. According to a recent informal survey, approximately six campuses have formal articulation agreements with all 106 community colleges, four have agreements with between 50 and 90 community colleges, and the remaining 10 have agreements with between 26 and 50 community colleges (the survey did not include the two newest CSU campuses: Monterey Bay and California Maritime Academy). Additionally, all State University campuses participate actively in CAN and recognize CAN courses as fully articulated.

- The Office of the President of the University of California reports that the task force that is developing proposals for improving the University's transfer operations is likely to have a significant impact on continued development of program-specific transfer agreements between campuses and local community colleges.

Each of the three public systems of higher education report that efforts to maintain and expand articulation efforts have been harmed by budget pressures. Fiscally motivated retirements and staffing shortages have prompted many campuses to

reduce the priority assigned to maintaining articulation efforts in deference to other institutional priorities. In a September 1993 survey of community college personnel, the University of California learned that only 39 of 90 responding community colleges had staff persons working half-time or more on articulation. Only 34 responding campuses had articulation officers who worked during the summer months. Available information on the State University indicate that only nine campuses have a full-time articulation officer. The remaining campuses have a designated staff person who splits his/her time between articulation and other responsibilities. In the University, eight of the campuses have a full-time articulation officer.

Special services at community colleges for transfer students

The requirement of SB 121 that each community college maintain a transfer center or other counseling and student services to "seek out, counsel, advise, and monitor the progress of potential and identified community college transfer students" is virtually met. The Chancellor's Office of the California Community Colleges reports that, because transfer is one of two primary missions of the community colleges, all student services and academic programs are deemed to have transfer preparation as a goal. Nonetheless, Display 1 on page 10 briefly describes the activities at most, if not all, community colleges that most aggressively seek to facilitate student transfer -- some of which have been in operation for more than a decade and some of which are operated intersegmentally.

Plans of the two universities to provide adequate spaces for transfer students

- Staff in the Office of the Chancellor of the California State University report that the State University is in compliance with the SB 121 provision assigning high priority for admission to community college transfers. Campuses of the State University manage their enrollment consistent with principles and priorities contained in the *CSU Enrollment Management Policy and Practices* document. This document stipulates that the highest priority for new students admitted to the State University is given to California residents who have completed two years of study at a California community college.

This priority is also extended to admission to an academic program. The State University relies on historical patterns of applications and enrollment at the upper division level to estimate the capacity needed to accommodate community college transfer students because of an absence of useful data on the size and composition of the pool of potential community college transfer students.

- Staff in the Office of the President of the University of California report that information about the pool of potential transfer students is not available largely due to an absence of an accepted methodology for estimating that potential pool. It therefore relies primarily on past years' experience in assessing the number of spaces that will be made available for new, advanced standing students. Similarly, information on preferred majors of potential transfer students is also not available. Accordingly, all University campuses make an aggressive effort

DISPLAY 1 Selected Community College Services for Potential and Identified Transfer Students

College Administered

Extended Opportunity Programs and Services (EOPS): This program provides assistance to students who are disadvantaged because of their social, language, or economic background. Its primary objective is to help underrepresented students reach their full potential and develop sufficient persistence and grade-point averages to enable them to compete equally with others for jobs or to transfer to baccalaureate institutions. EOPS funds are used for a variety of purposes, including student financial aid, counseling, and inservice training for instructors.

Disabled Students Programs and Services (DSPS): This program assists persons whose academic progress is impeded by physical, communication, learning, emotional, developmental disability, acquired brain injury, or other disabling condition. It helps such students gain access to, and persist in, acquiring the training needed to succeed in college and in productive employment. Services rendered through this program include provision of educational aids, such as diagnostic assessment, reader service, note-takers, special facilities, tutors, and counseling.

Matriculation: The Seymour-Campbell Matriculation Act (AB 3, Chapter 1467, Statutes of 1986) authorized matriculation, and state fiscal support began in the 1987-88 academic year. Matriculation is a statewide effort to equitably improve student success in the California Community Colleges by bringing students and colleges into agreement on the students' educational goals and on the appropriate educational choices to reach those goals. The matriculation process consists of seven components. Five of these provide service directly to students to enhancepossibilities of student success; and two relate to colleges and districts improving institutional effectiveness by developing capabilities for evaluation, coordination, and training.

Intersegmentally Administered

Transfer Centers: Community college transfer centers provide intersegmentally consistent assistance to potential transfer students, including:

- Identifying and encouraging students -- particularly those from underrepresented groups -- to transfer;
- Assisting potential transfer students to prepare for upper-division work;
- Helping transfer students complete applications for university admission with advanced standing;
- Monitoring, informing, and supporting the progress of transfer students through referral to other student services; and
- Involving faculty and staff members in strengthening the core transfer curriculum and assisting in campus articulation efforts.

These centers were initially developed as an intersegmental pilot program in 1985 in order to increase the number of students transferring from community colleges to baccalaureate institutions.

The PUENTE Project: This is a University of California program, administered by individual community colleges, designed to increase the number of Latino students transferring from community colleges to baccalaureate institutions. The project trains English teachers and Latino counselors as teams to conduct one-year writing, counseling, and mentoring programs on community colleges campuses.

Intersegmental General Education Transfer Curriculum: This intersegmentally agreed-upon curriculum (discussed in greater detail on page 5) guarantees that community college students who successfully complete it will have met all of the lower-division general education requirements of the California State University and the University of California.

The California Articulation Number System (CAN): This course numbering system was developed as a statewide intersegmental project in 1985. It identifies, via codes that are included in the catalog numbering systems of participating institutions, courses that can be used in lieu of others for the purpose of transfer and course credit.

The Articulation System Stimulating Interinstitutional Transfer(ASSIST) Program: This program is a microcomputer-based articulation and transfer system that provides students, counselors, and academic advisors with specific information regarding the transferability of community college courses and ongoing student progress checks. It also contains general university descriptions and information on university policies, such as articulation agreements, admissions policies, financial aid packages, and major programs. It was developed as an intersegmental pilot project in conjunction with the transfer centers in 1985.

Articulated Career Education (2+2+2): This program was established in 1988 to expand existing "2+2" vocational career programs into the area of academic transfer. While "2+2" programs focus on linking junior and senior high schools with community college vocational education, "2+2+2" joins this effort with baccalaureate institutions. Services are provided to secondary and community college students so that they are encouraged not to preclude opportunities to pursue academic coursework leading to a baccalaureate degree.

to disseminate information to potential transfer students on the preparation that is appropriate for various majors.

Priority to students from historically underrepresented backgrounds

- The State University's enrollment management and practices policy further states that "it is essential that such factors as educational equity and variations among campuses ... be recognized when implementing enrollment controls." The State University's educational equity policy requires all campuses to establish goals for improving access and retention of students from historically underrepresented racial/ethnic groups, with annual reports provided to the Board of Trustees.
- Under Regental admission policy, the University of California uses both academic and supplemental criteria in assessing a candidate for admission. Supplemental criteria include, among other factors, family income, disability, refugee status, and other factors that might provide cultural, racial, geographic, and socioeconomic diversity in the student population of the University. In July 1995, the Regents removed consideration of race and ethnicity from among the supplemental criteria that could be considered. Annual reports on the numbers of students from racial/ethnic groups historically underrepresented in the University that are admitted and that enroll are prepared and provided to the Regents.

Achievement of a 60/40 ratio of upper-division to lower-division students

Based on fall-term enrollment data submitted routinely to the Commission, the California State University has surpassed this requirement for a number of years. Its upper-division to lower-division enrollment ratio in 1990, for example, was 63/37 -- and the State University has improved on that ratio in recent years. In Fall 1995, the State University's upper division to lower division enrollment ratio was 69/31 percent.

Comparable Commission data for the University of California for Fall 1995 reveal that the upper-division to lower-division enrollment ratio was 56.5/43.5 percent. However, a considerable number of students transfer to the University after the fall term. Full-year enrollment data supplied by the University Office of the President for the 1994-95 academic year indicated an upper division to lower division ratio of 61.3/38.7. Final full-year data for the 1995-96 academic year are not yet available but the University estimates the ratio will be 60.5/39.5, indicating that the University has met the Legislature's 60/40 enrollment goal.

Preparation of annual and biennial reports

After much study and consultation with the Transfer Policy Advisory Committee and with systemwide representatives, Commission staff determined that it was not possible to collect, compile, and analyze all of the information called for in the legislation. The reporting requirements of the bill that cannot be fully responded to with currently available data include:

1. The number of community college transfer students admitted into the two public

universities annually from 1988 to 1993 who were originally fully eligible as freshmen to the universities and who had accepted redirection to a community college;

2. The number of community college transfer students admitted into the two public universities annually from 1988 to 1993 who completed transfer agreements, and the number of those students who were also admitted to their major of choice;

3. The number of students concurrently enrolled at a community college who applied to a campus of either public university system annually from 1988 to 1993;

4. The number of transfer agreements entered into by community college students whose terms and conditions were not met; and

5. The number of community college transfer students who were denied admission to their university campus of first choice or their major of first choice, the reason for the denial, and the number of these students who immediately enrolled in another campus of either public university system.

Many facts, of course, are known about California's community college transfer students -- among them, the numbers applying, admitted and enrolled at each campus of either public university, and their persistence and graduation rates on each campus. As one example, Display 2, on page 13, shows the number of transfer students who entered the State University and University, either during the fall term or during the full year between 1985-86 and 1994-95, as well as those who entered California's independent colleges and universities during the fall terms of those years. Display 3 on the next page shows graphically the full-year trends in these numbers at the State University and the University.

These two displays show that the State University continues to enroll the large majority of California's community college transfer students, but Display 2 indicates that, between 1985-86 and 1994-95, full-year transfers to the State University increased by only 3.3 percent, while they rose by 61.9 percent at the University. (Over the same time period, the State University's total headcount enrollment declined by only 4.4 percent, while that of the University rose by 6.3 percent.) It should be noted that most of the decline in State University community college transfers that occurred between 1990-91 and 1992-93 was the result of the State University's decision to deny access to lower-division transfer students in order to accommodate all qualified upper-division transfer students seeking access. Full-year data are preferable to fall-term data for examining transfer trends because they include students transferring during winter and spring terms as well as fall.

Transfer data from California's regionally accredited independent colleges and universities are available for fall terms only, as Display 2 shows. They should be used very cautiously because different numbers of independent institutions report transfer information each year.

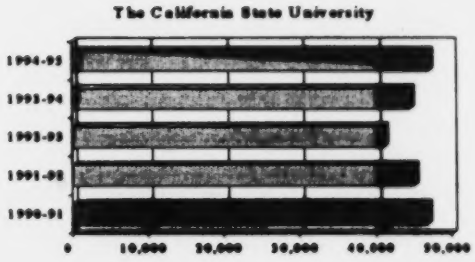
Display 2 *Flow of Transfer Students from California Community Colleges Districts and Colleges to the California State University, the University of California, and Regionally Accredited Independent Colleges and Universities, Fall Term 1985 Through 1994 and Full-Year 1985-86 Through 1994-95*

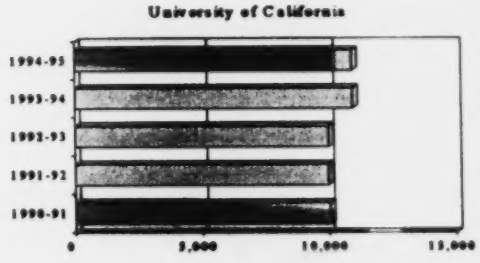
Number of Transfers to:

	The California State University				University of California				Independent Institutions	
Year	Fall Term	Percent Change	Full Year	Percent Change	Fall Term	Percent Change	Full Year	Percent Change	Fall Term	Percent Change
1985-86	29,587		45,397		4,926					
1986-87	27,709	-6.3%	43,634	-3.9%	4,858	-1.4%	6,752		6,047	
1987-88	28,198	1.8	44,673	2.4	5,465	12.5	7,712	14.2%	8,752	44.7%
1988-89	29,338	4	45,389	1.6	5,933	8.6	8,144	5.6	4,499	-48.6
1989-90	28,245	-3.7	45,713	0.7	6,225	4.9	8,164	0.2	5,491	22.0
1990-91	29,295	3.7	46,678	2.1	7,419	19.2	10,032	22.9	4,211	-23.3
1991-92	28,530	-2.6	44,898	-3.8	7,464	0.6	9,972	-0.6	4,595	9.1
1992-93	28,344	-0.7	40,976	-8.7	8,244	10.5	9,993	0.2	3,010	-34.5
1993-94	29,520	4.1	44,420	8.4	8,857	7.4	10,940	9.5	3,149	4.6
1994-95	30,388	2.9	46,912	5.6	8,997	1.6	10,929	-0.1	3,223	2.3
Cumulative percent changes:										
Last 5 years available data		3.7%		0.5%		21.3%		8.9%		-23.5%
All years of available data		2.7		3.3		82.6		61.9		-46.7

Note: Percent changes for "All years of available data" shown the overall change between the first and last years of available data for each column.
Source: California Postsecondary Education Commission staff analysis.

Display 3 *Full Year Transfer of California Community Colleges Students to the California State University and the University of California, Full-Year, 1990-91 Through 1994-95*





Source: Display 2

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Even though data such as these exist, Commission staff determined, after consultation with its Transfer Policy Advisory Committee and system representatives, that staff could not request comprehensive reports from each system and complete the analysis of all of the information required by SB 121 for this report. As a result, the Commission and the systems have agreed on a two-pronged approach to fulfilling their respective responsibilities for reporting more comprehensive information: (1) the Commission's annual Higher Education "performance indicators report" inaugurated in Fall 1994; and (2) the case studies of the transfer function at specific community colleges and their respective receiving institutions within California State University, University of California, and neighboring independent colleges and universities will both include information on the effectiveness of the transfer function.

Meeting the reporting requirements of SB 121

Through AB 1808 (Hayden; Chapter 741, Statute of 1991), the Legislature has directed the Commission to develop and disseminate an annual "performance report for postsecondary education" beginning in November 1994. These reports are to assess student progress and the use of institutional resources in California public postsecondary education. They will contain information on many facets of student achievement, including student preparation, access, success, and satisfaction. Assessment of the transfer function falls clearly under both the general categories of student access and student success. Thus, the Commission plans to include in these performance reports as much of the quantitative transfer data called for in SB 121 as possible.

Because AB 1808 also directed the Commission and systems to strive toward consolidating, and eliminating, redundant reports wherever possible, these annual performance reports will achieve a dual purpose: (1) provide more comprehensive information in one consolidated document, and (2) reduce the number of discrete reports that the systems are required to submit to the Commission.

To the extent that reliable data can be obtained over time, the Commission expects to incorporate at least the following measures of the transfer function in its annual performance reports:

1. Total number of community college students who become "transfer eligible" annually, by gender, race/ethnicity, and disability status;
2. Average time taken by community college students to become "transfer eligible," by gender, race/ethnicity, and disability status;
3. Total number of community college students who actually transfer to a baccalaureate degree-granting institution, by gender, race/ethnicity, disability status, and type of institution enrolled; and
4. Proportion of community college "transfer eligible" students, by race/ethnicity, who apply for upper division admission and who are subsequently admitted and enroll.

3 Case Studies of Individual Community Colleges

WHILE A SUCCESSFUL transfer program requires the participation of both community colleges and universities, an important element of success lies in the orientation and activities of the institutions where transfer students begin their postsecondary studies: the community colleges. For this reason, the Commission and the systems, through the Transfer Policy Advisory Committee, agreed that the Commission would undertake comprehensive case studies of three community colleges in California -- and their receiving baccalaureate degree-granting institutions -- in order to help fulfill the requirements of SB 121 for qualitative information as well as quantitative information on the transfer function.

Campus selection and case study focus

The Commission asked the Chancellor's Office of the California Community Colleges to select three campuses for Commission staff to visit, with a requirement that one be in an urban location, another in a rural location, and at least one having a high proportion of students from historically underrepresented groups. The three colleges selected included a small rural community college in northern California; one in the Los Angeles basin area enrolling a high proportion of students from racial/ethnic groups historically underrepresented in college; and one located in a suburban section of Los Angeles County. The three colleges were deliberately not chosen on the basis of the extent of their transfer orientation, services, activities, or outcomes.

Commission staff visited each college and met with campus students, faculty members, and administrators, as well as representatives of the college's major receiving institutions, to learn how various factors on the campus affect student interest in transfer, as well as student progress toward transfer eligibility and transfer attainment. Additionally, staff sought information pertinent to the following areas of concern:

- The proportion of transfer-eligible students who, at the time of their enrollment, participated in any matriculation services.
- The extent to which community college faculty are key players in the successful operation of the transfer function, including the degree of faculty interaction with their disciplinary counterparts at transfer-receiving institutions, the amount and type of interaction of faculty at each institution in professional and personal settings, and their level of involvement in the development of articulation and transfer agreements.

- The influence exerted by the college president and campus or district policy direction on the allocation of time, priority and resources to the transfer function.
- What impact institutional factors, such as a campus' definition of its educational mission, have on the transfer function. For example, some community colleges provide a more transfer-friendly mix of academic programs in areas like economics, biology, foreign languages, and mathematics that often mirror the lower-division course offerings of baccalaureate-degree institutions. Other colleges focus more upon technical and vocational skills programs -- such as auto mechanics, computer electronics, practical and vocational nursing, secretarial training and sales preparation -- than on transfer-oriented programs.
- The perceived importance of other important institutional factors on the transfer function, such as: (1) the extent to which the college attempts to measure its progress toward fulfillment of its transfer mission, (2) the scope and operation of its transfer programs and services, and (3) the proximity of nearby baccalaureate degree-granting institutions and their mix of transfer services and programs.
- Other environmental or community characteristics such as: (1) the socioeconomic and racial/ethnic composition of the local service community in comparison to that of the student body, (2) the economic health and composition of the local community, and (3) the business climate, mix, and number of service-sector employers in the community college's service area.

The emphasis of these case studies on the factors affecting the transfer function in specific institutions represents an important evolution in the Commission's understanding of the transfer function. In the past, the Commission has emphasized the study of numbers by focusing on headcounts of students and the flow of students from originating to receiving institutions. In the future, by analyzing individual campus characteristics and special characteristics that may have shaped an institution's transfer role -- traits that may be unique to a particular college -- the Commission hopes to present an array of ideas on ways to structure a healthy transfer function that may be replicated elsewhere, even in the face of severe fiscal constraints.

Alpha College

Alpha College is located in a primarily rural area. The total population in the area constitutes less than one percent of the total state population. A little more than 43 percent of the total land area is devoted to agricultural production. Industrial activity is low and total taxable sales generated in the area represent one-half of one percent of the State's annual total sales tax revenue. Food and kindred products and lumber and wood products are the leading industries in this area. The 1994 unemployment rate was 10.2 percent. While there are no University of California campuses or independent colleges located in the area, residents have access to a local State University and community college.

Student Profile

Over the last five years, enrollment at Alpha College has decreased by 569, or 5.4 percent, from 10,538 in Fall 1989 to a current total enrollment of 9,969 students as of Fall 1994. Despite decreased enrollment, the racial/ethnic composition of the student body increased for all groups except White students, -- a trend that coincides with the systemwide pattern for that period. During the same period, annual enrollment of first-time freshmen from major feeder high schools to Alpha College increased by 104, or 24.6 percent, from 422 to 526. Full-year transfers from Alpha College to the University of California decreased slightly -- by one student, or 4.3 percent -- over the five-year period while systemwide community college transfers to the University increased by nine percent. Full-year transfers from Alpha College to the California State University also decreased slightly -- by 3 students, or 0.5 percent -- while systemwide community college transfers to the State University increased by 0.5 percent in the same period. Additional area profile and student demographic details for Alpha College can be found in Appendix B.

Commission staff spoke with campus personnel and representatives from area baccalaureate degree-granting institutions for whom Alpha is a major transfer student provider. Executive officers, student services staff, college faculty, and others were interviewed and provided various perspectives on topics such as the institution, its educational focus, its transfer program and related service, and other subjects related to student transfer. To the extent possible, the following information is presented unedited, as it was obtained from persons interviewed on the campus.

Perceptions of executive personnel

First interviewed were the college's vice president and other executive office staff. The administration of the college commented that the State's ongoing economic recession had an impact on the transfer function, as well as all other aspects of postsecondary education at this rural community college. However, Alpha College reported that it has maintained student transfer as one of its primary missions. Fortunately for this community college, the area public baccalaureate-degree granting institutions who receive its students are generally regarded as being among the most seriously committed to transfer of all the State University and University campuses. However, even these institutions have finite resources and Alpha College officials feel that there has been a general, subtle retreat from the use of transfer agreements to facilitate transfer among the baccalaureate degree-granting campuses. This diminution is occurring while increasing numbers of students are choosing transfer as a more viable option than enrolling directly in State University and University campuses.

Alpha College reported that there is a very small gap between those students determined "minimally eligible" for transfer to a baccalaureate institution and "those accepted" at the college because of the strength of relationships with its receiving institutions. However, at a larger community college with greater numbers of students, Alpha College officials speculated that this gap would likely be greater

for students trying to transfer into a highly popular, over-enrolled campus such as the University of California at Berkeley.

Views on articulation

Next interviewed were campus articulation staff and State U representatives. In developing transfer curriculum, Alpha College's articulation staff reported working closely with the area California State University campus (referred to here as State U). Alpha College modifies its courses in consultation with State U to help facilitate transfer. Alpha College and State U faculties work very closely -- formally and informally -- on a variety of subjects (curriculum development, performing actual articulation determinations, holding a computer science fair, revamping courses, etc.). The mathematics, engineering, computer science, and English departments at State U all work with the community college. Also, many State U faculty teach at Alpha College and other Alpha College faculty are actually married to State U faculty. This community college clearly has a unique relationship with its major area baccalaureate degree-granting universities. Its multi-tiered levels of interaction with State U brings tremendous advantages to Alpha College as it seeks to tailor its transfer efforts to the needs of its students and of State U.

Alpha College officials commented that articulation seems to them to be an underfunded, underemphasized aspect of transfer in California. However, because of their good relations with receiving institutions, they feel they do not "pay the price" for this lack of prioritization as much as do some other community colleges. State U articulation staff say that activities with this community college have a high priority because of the two schools close working relationship. However, they and Alpha College officials felt that there are too few articulation officers in the university systems to address all of the requests and questions from the community colleges on courses and majors. State U stated they were strongly supportive of CAN and look forward to its full development so that articulated courses can be qualified via CAN, as it is housed in ASSIST -- thus, a course that is accepted for articulation from one community college to the University or the State University through CAN would qualify from all 106 community colleges. Lack of resources has limited articulation priorities to working mainly with regional partners in some cases.

Officials reported that IGETC is virtually unused on Alpha College. According to campus officials, because the overwhelming majority of its students transfer to State U, the California State University's General Education (GE) breadth course requirement is a much better path for these students. It was felt here that the IGETC requires too large a volume of courses for community college students and is too inflexible. The college claimed that of the 35 "campus patterns" for the University of California, none requires the volume of courses that IGETC demands. However, Alpha College officials noted that since it is difficult to get access to those patterns, community college counselors tend to use the IGETC because it is too difficult for the counselors to become experts on each of the complicated campus patterns.

Alpha College contended that many University of California campus departments and programs are also abandoning IGETC as not being useful to them. The officials strongly reported that IGETC is seen by many as inflexible and "high risk" to community college students because the University of California will not enroll a student who has only partially completed the IGETC course pattern, even if the student is within a course or two of completing it. The Alpha College officials hope the University of California will reconsider this policy and will start accepting transfer students who have completed nearly all of their IGETC coursework and are only a couple of courses short, allowing them time to complete the needed coursework at a University or community college campus after they have transferred to a University of California campus.

On another subject, the Alpha College officials felt that too many University and State University campuses tend to assume that a community college can easily add courses to complement the public university system's course offerings for transfer-bound and baccalaureate degree-oriented students when these systems need to eliminate course offerings due to budget cuts. One Alpha College official commented:

> *We have to maintain a balanced mission, that is: we have to offer as much of a priority to career vocational students and basic skills students as to transfer students.*

Officials at Alpha College commented that there is an assumption by the State, the public university systems, and baccalaureate institutions that community colleges are funded to create courses as needed in the academic/transfer area as the highest priority. Although Alpha College collaborates well with State U, Alpha College officials felt that Commission staff may find that the relationships between other community colleges and their area public baccalaureate institutions may not be so well coordinated, at least as it relates to the institutions' ability to meet each others respective needs for courses, programs, and openings in majors.

Alpha College's articulation staff felt that there needs to be much greater coordination of course-cutting and planning between the public university systems and the State's community colleges. Again, campus officials claimed that State University and University campuses sometime reduce sections of lower division courses that they *know* are needed by their students and tell students to take those courses at the local community college without ever speaking with the community college to see if it can offer additional sections of those courses.

Perceptions of transfer and support service personnel

Next interviewed were transfer and transition program staff. Alpha College offers extensive counseling, academic degree, and career preparation services to students and does outreach into the local high school community in hopes of helping those students prepare for education beyond high school and beyond the community colleges. Alpha College transfer program staff said that the college believes

strongly in early intervention to help students; there is an extensive orientation program for new students at Alpha College, which describes the campus, its expectations, the range of services provided, etc. It is designed to ease the transition into college life for new and re-entry learners. The college also has an early alert program to which faculty, staff and other students refer students for help -- personal counseling, academic counseling, financial aid, tutoring, disability assessment, etc. The faculty are very supportive of this program and utilize it often.

There have been some staffing reductions in the transfer programs; however, Alpha College has maintained a program which focuses campus resources on underrepresented students seeking to transfer. This program was originally geared for 200 students but is now down to 111 due to budget restrictions. This program represents an attempt to significantly intervene with underrepresented groups to guide them toward the right path to transfer. Campus officials describe it as follows:

> *Students in this program sign a contract to come in for counseling on course-taking, future plans, and academic behavior. We assess them for any services they need and send them to EOPS and DSPS and other campus program that will help them. We help them develop an educational plan and set up a system whereby the student can come in and check their progress towards their transfer goals. There is some community and business involvement in this program (sponsoring students, paying for books and field trips to 4-year campuses, etc.)*

Alpha College has also created a program designed to recruit students from migrant backgrounds to encourage them to enter teaching fields (daycare, elementary/secondary, professor, etc.). Students in this program must also enroll in specific support programs on campus. The students are required to enter the campus' mentoring program to provide them with an additional support network of mentors as they proceed. Ninety-five percent of these students are transfer-bound. Alpha College staff reported that there has been some "burn-out" of campus staff and faculty involved in these programs as program budget cuts, the addition of other responsibilities, and a perceived lack of regard and resources takes its toll on persons involved in these outreach efforts.

The Alpha College Transfer Center, in cooperation with State U, continues to do "on the spot" admissions for transfer students. The college sends the information on prospective transfer students to State U admissions evaluators for review. These evaluators, in turn, come to Alpha College to formally evaluate students who likely qualify for admission. The State U evaluator has a session with the student and an Alpha College counselor on potential admission to State U. This program has been very popular in the past, but State U has reduced the frequency of these visits in response to budget reductions.

Perceptions of matriculation personnel

Next interviewed were campus staff involved in the college's matriculation program. Historically, EOPS has been involved in the transfer of community college students, although the program's mission is much broader than student transfer. EOPS students receive similar services to those provided in other transfer programs, through EOPS itself or through the programs described above and below. The State's GAIN Program (Greater Avenues for Independence) has also provided a new cadre of potential transfer students at Alpha College. Ordinarily, these students had more short-term academic goals -- in line with the GAIN program. However, as they experience success, many decide that they can succeed in an academic transfer program and at a baccalaureate institution.

Alpha College also utilizes a career counseling center because campus personnel believe it helps students clarify their goals and better understand the various paths by which those goals can be achieved. Career planning classes and workshops are strongly encouraged for Alpha College transfer and tech-prep students. Alpha College also has a "re-entry" program -- called New Horizons -- for women entering nontraditional workforces, displaced homemakers, etc.

The community college campus reported that part of the dilemma facing its matriculation efforts has been budget reductions to student service programs at baccalaureate institutions in areas that affect student transfer. The universities have reduced office hours and access to campus personnel (counselors, evaluators, admissions and registration personnel, institutional researchers, etc.) in response to budgetary constraints -- a set of actions that impedes Alpha College's ability to work with the State University and University to better facilitate student transfer. Alpha College acknowledged that most State University and University campuses have moved only reluctantly to reduce these types of contacts with community colleges. However, transfer staff said that other campuses in the two public university systems appear unconcerned by this reduction in contacts. For example, Alpha College staff said that they used to get more information on students who have transferred from Alpha College to a baccalaureate institution than they do now. Thus, it is difficult to track their former students' progress and determine what changes, if any, they should make in their transfer efforts as a result of this knowledge. Alpha College officials said that they get some anecdotal information from former students proceeding on to State U and other universities, but receive nothing systematic or quantitative on the students' progress or lack thereof.

With regard to the health of the transfer function, Alpha College staff and officials expressed a concern -- one that they claim is shared by other community colleges -- that some University and State University campuses manipulate the "transfer function" (their outreach and articulation efforts) such that these students become the variable in their attempts to achieve targeted enrollment levels. That is, in their opinion, community college transfer students are often treated as the "add-ons" when some State University or University campus needs more students to enroll. In this situation, the universities tend to engage more vigorously in out-

reach and articulation (visits to community college campuses, on-the spot admissions, more extensive articulation agreements, greater use of segmental outreach programs, etc.) in order to get more transfer students to enroll. Conversely, according to Alpha College, when these university campuses expect to be at capacity or over-enrolled, they retreat from their outreach efforts, become less flexible in implementing articulation agreements, and erect other subtle administrative picket fences. The result is a reduction in the number of transfer students likely to enroll. To staff at Alpha College and at other community colleges, this calls into question the genuine priority of community college transfer students in postsecondary education at some of the state's public universities.

Student perceptions

Next interviewed were five students enrolled in the college. Most of these students had identified and were already pursuing transfer as a goal; one student was just deciding on transfer goals. Alpha College students reported very positive perceptions of the programs, staff and faculty at the campus. They generally find college personnel very interested in their achievement and success. Faculty and staff have taken a personal interest in the outcomes of the students, and are willing to "hold their hands and walk them through" some difficult periods during their academic careers at Alpha College. Many students reported that they had transferred *to* Alpha College *from* other community colleges for a "second start" on their postsecondary ca[illegible]rs. Many find Alpha College's rural environment more conducive to study and academic focus than busier, or more urban campuses. All students interviewed had used Alpha College's transfer centers and other student services (EOPS, career counseling, Early Alert, etc.) and described these programs as instrumental in their success.

Beta College

The area in which Beta College is located is primarily suburban in nature with some areas of undeveloped and agricultural land. Although definitely suburban in direction, the current land use is mixed, with 9.2 percent of the total land area devoted to agricultural production. The total population in the area constitutes slightly more than four percent of the total State population. Total taxable sales generated in the area represent 3.5 percent of the State total. Transportation equipment, stone, clay and glass products, and instruments and related products are the leading industries in this area. The 1994 unemployment rate in the area was 10.6 percent. While there are no California State University campuses or independent colleges located in the proximate area, there are State University campuses within commuting distance and residents of the area have access to the University of California, California State University, and local community colleges.

Student Profile

Over the last five years, student enrollment at Beta College has decreased by 4,518, or 13.7 percent, from 32,940 in Fall 1989 to a current total enrollment of 28,422 students as of Fall 1994. Despite decreased enrollment, there was an increase in

the student body for all groups except Black and White students, which is consistent with the systemwide trend for White students for that period. During the same period, annual enrollment of first-time freshmen from the major feeder high schools to Beta College decreased by 561, or 22.6 percent, from 2,486 to 1,925 students. Full-year transfers from Beta College to the University of California increased dramatically -- by 67 students, or 66.3 percent -- over the five-year period while systemwide community college transfers to UC increased by nine percent. Full-year transfers from Beta College to the California State University also increased -- by 72 students, or 7.7 percent -- while systemwide community college transfers to the CSU increased by 0.5 percent in the same period. Additional area profile and student demographic details for Beta College can be found in Appendix B.

Commission staff spoke with campus personnel and representatives from area baccalaureate degree-granting institutions for whom Beta College is a major transfer student provider. Executive officers, student services staff, college faculty, and others were interviewed and provided various perspectives on topics such as the institution, its educational focus, its transfer program and related service and other subjects related to student transfer. To the extent possible, the following information is presented unedited, as it was obtained from persons interviewed on the campus.

Perceptions of executive personnel

First interviewed were the college's vice president and other executive office staff. Beta College executive office personnel stated that there is relative "equality" among the missions of vocational preparation and academic transfer education at the college, although many faculty feel that one or the other is the most important. In general, the campus administration felt that there is a good balance among the two missions of transfer and workforce preparation at Beta College. Some people at the campus felt that their student advisors/counselors were more focused on transfer education needs than the other facets of the community college educational mission.

Campus officials reported reductions "across the board" in Beta College over the past four years; however, areas not reduced have been basic skills courses and the general education courses required for transfer. Reductions have occurred in some vocational courses that had low enrollments and in some other courses with low enrollments, such as the humanities. Beta College felt it has been fortunate in that it had not been required to reduce curricular offerings in areas critical to first-year students and transfer students; this appears to have been a conscious choice of the college.

Officials felt that the transfer function at Beta College functions well and that the college is "above average" among the colleges as a feeder school to area baccalaureate institutions. Beta College officials recalled that the college was a pilot school for the original "transfer center" proposal, and that student transfer has

always been a focus of the college. Beta College officials said that they maintained very strong transfer relations with the two area State University campuses (referred to here as State U #1 and State U #2), as well as an adjacent University of California campus. Beta College also felt that it has a very good matriculation program, noting that there is a "tighter policy" on the placement of students at the campus; Beta College tests 40,000-50,000 students annually for placement purposes in classes. Officials noted that placement at Beta College is focused more on the transferability of students than on the vocational education curriculum. The college's academic senate is very concerned about maintaining pre-and co-requisite courses needed for transfer, as part of Beta College's focus on transfer. Many of the campus faculty equate quality with transfer; faculty believe quality relates directly to the preparation of students for the classes they are taking or will take.

Beta College officials next briefly described their service area:

> *Our community area is growing more demographically diverse and our student population is 61 percent non-White; Asian students are our fastest growing population, followed by Latino students. Our local service area is middle/upper class and the immediately surrounding areas are lower/middle class, socio-economically speaking. Of our student body, we feel that 50 percent would qualify for some sort of student financial aid (the statewide average is 50-75%). We also have a large body of re-entry students at Beta College and we have a special center with specialized, focused services for these students; they tend to be heavily AFDC.*
>
> *In terms of corporate retraining, our JTPA, GAIN and vocational and job training programs are growing. In addition, Beta College is moving aggressively into contract education, whereby Beta College is seen as the training site for people in the community who are laid-off, or need retraining. We hope employers will use Beta College for their training and retraining needs.*

Perceptions on articulation and intersegmental coordination

Next interviewed were the campus' Transfer Center director and other transfer staff. The Beta College Transfer Center director said that Beta College has very good working relationships with its main area receiving institutions. She reported that Beta College has course-to-course and specific major articulation agreements with those baccalaureate institutions and some others, although the focus has been more on course-to-course articulation. The articulation agreements are updated daily, using CAN; however, Beta College is not, technically, part of Project ASSIST. Some Beta College students have attended a variety of other community colleges before enrolling here, although they often times become "transfer eligible" based upon their coursework at Beta College.

Beta College transfer counselors noted that, at some institutions, there are some logistical barriers to reaching prospective transfer students, such as securing their

names and addresses. At Beta College, the rest of the administrative structure is very supportive of student transfer and provides the support (from computer programming time to mailing labels) that counselors need to identify and serve prospective and actual transfer students. The Transfer Center director noted that she felt the campuses' many transfer-focused programs worked well together, although there are no systematic evaluations of the effectiveness of these programs.

The Transfer Center Administrator from State U #1 spoke of the coordination of services and orientation efforts of the university toward Beta College's transfer students. She described many outreach efforts done by State U #1 on Beta College's campus. She said that the mathematics faculties at the two institutions work well together, as do the science faculty on many issues of curricula and the preparation of high school graduates enrolling in college. She said that 42 percent of all of the transfers from Beta College are to State U #1.

The State U #1 Transfer Center administrator also spoke, generally, of the "gap" between EOPS and the other transfer-focused programs on community college campuses. She noted the "territoriality" of some EOPS programs and how that attitude sometimes seems to disadvantage students. She said that many of the "sub groups" of student service programs on campuses do not, for whatever reason, seem to work in concert:

> *. . . as an example, we [State U #1] are having a 'transfer tour day' next Friday; we have them twice a year, fall and spring. We send out invitations to 52 community colleges, and we send out invitations to the Dean of Counseling, the Director of EOP, the Director of the Transfer Center, and the Dean of Disabled Students. Then invariably we'll get a call from, usually, the transfer centers or, sometimes, EOPS that 'well, we have to have two different buses, we can't ride on the same bus, or we need two parking passes. . . . ' It is really hard to find a [community college] institution that you can send an invitation to that you can expect that you will hear from EOPS and the other sub groups . . . . I don't know what it is but it's always, like, 'we have to have our own invitation for our own program.'*

It was suggested that much of this separation is the result of legal requirements that prohibit "co-mingling" of categorical program resources with other programs and services. This requirement to account specifically for categorical funding might make some programs appear more isolationist than they truly are or need to be.

The State U #1 Transfer Center administrator then commented upon the difficulty of reaching EOPS students on the community college campuses. She said that students from historically underrepresented backgrounds will come into the transfer centers but that the EOPS program does not seem supportive of this behavior if they happen to be EOPS students. She stated her opinion that EOPS does not serve the transfer needs of its service population, because of its lack of interaction with community college and baccalaureate institution transfer programs and ser-

vices. She said that at one other area community college, "there's like a wall between the EOPS population and the transfer population of students and the students are the ones suffering." She contrasted this situation to the ability of the community colleges' DSP&S programs to directly serve their clientele and still interact with the transfer and other service groups.

Next interviewed were staff responsible for the college's matriculation program and instructional services staff. Student services staff felt that their offerings have definitely assisted the transfer function, although there are no specific measurements of the impact of these services on transfer. In terms of instructional services, the main impact on transfer is through the curriculum. They noted that there are several programs available to assist underrepresented students, as well as all other students, to achieve their transfer goals at the college (EOPS, DSPS, Transfer Centers, etc.). Beta College also has a K-12 teacher aide training program that enables staff to further their education and eventually acquire a teaching credential. In addition, Beta College officials said that they focus intensively on the transfer performance of their student athletes. Staff stated that Beta College transfers a large number of student athletes -- among the largest number in the nation.

With regard to coordination between Beta College and the baccalaureate systems, the campus reported that there has been some good dialogue on relating the course and major needs of the respective institutions. Additionally, Beta College has engaged in collaborative faculty-to-faculty interaction with State U #1 with respect to curriculum and course content. This collaboration was sufficiently successful in developing mathematics curriculum that State U #1's five other main feeder community colleges tried to unify their curriculum in mathematics to articulate with State U #1's. Beta College representatives said that there is a degree of independence on the part of both institutions in terms of their scheduling of courses and sections that are offered.

The campus staff reported that there is concern at Beta College that the University and, to a lesser extent, the State University are not "in the loop" on the many reform initiatives -- Tech Prep, 2+2+2, and School-to-Work, -- currently receiving attention in postsecondary education. They said:

> *. . . the University does not seem to see much of a role for itself in these initiatives. Additionally, we have concerns about what classes in these, and other, areas might look like (from an applied academics perspective), what effect they might have on the general education pattern, what effect they will have on students who want to transfer, what will and won't the University and State University accept. These are areas that the Statewide Academic Senates are working on, but thus far there has been little progress in addressing this issue. For example, [a Beta College representative] was at a meeting with a community college consortium and one [community college] representative said: 'whatever you do, don't name a course applied anything or the State University and University won't accept it.'*

Additionally, Beta College has been revamping its associate degree requirements in order to re-shape the meaning of the AA and AS degree.

Beta College staff commented that they feel there needs to be a better understanding about missions and goals among the higher education systems. They felt that there tends to be an elitist view on the part of some in the University and State University as to what goes on at a community college. The community college educators felt that some University and State University personnel do not understand the degree of central control and accountability to the State that is a part of community college life, as contrasted with the relative autonomy of the State University and, more particularly, the University of California. Similarly, they noted that there also needs to be better cooperation and "intra-system" articulation among the community colleges themselves. They commented that some students have taken coursework at other community colleges for which they did not receive credit when enrolling at a different community college.

Perceptions of matriculation and support service personnel

Next interviewed were the college's academic and career counselors, along with the matriculation staff. The Chair of the counseling department mentioned the importance of providing orientation to new and re-entry students and described the orientation process. Additionally, he noted that priority registration is given to students who have completed orientation in a timely fashion. Students who enroll in the "guidance" classes are also considered to have met these requirements. The counselors observed that some faculty are involved as mentors with students and noted that the degree of accuracy of information given to students varies by faculty member. Beta College had planned to provide training to faculty as to the availability and scope of student services in order to facilitate their advisement of students, but this has not yet been implemented.

The counseling department Chair noted that the impact of the economic downturn on community college funding has led to a decrease in the number of counselors -- at a time that enrollments were increasing -- and that this, in turn, has led to a deterioration in the quality and quantity of counseling and advising services offered to students. As a cost saver and time-management strategy, counselors have relied more on "group" appointments for students but state that "the more you have groups, the more that stimulates an individual appointment." He said that counselors would like to see orientation made mandatory for new and re-entry students, although they have misgivings about trying to mandate services for adult students.

In terms of student transfer, counselors felt that matriculation plays an important role for students who were not initially transfer-bound:

> *It gets them thinking about it. Some students start out taking an Associate of Science, vocational certificate track of courses but when they are exposed to the academic degree track of courses, they start to realize that they can transfer and get a 4-year degree."*

Beta College used to have two "outreach" centers in the community, but they were discontinued for financial reasons. The counselors felt that these centers provided important services to underrepresented students and reentry students coming to Beta College. The information provided at these centers tended to demystify the college-going process and provided underrepresented students with important admissions, registration and academic planning information that helped them shape their college aspirations.

The counselors strongly hoped for better articulation with the baccalaureate institutions. They noted that even some courses on CAN are sometimes not accepted by the universities. The Beta College counselors lamented: "I guess that attitude that 'no one can do it like I do it' is prevalent." They saw a lack of commitment to articulation by some universities and that transfer will not significantly improve until articulation -- its development and acceptance -- improves.

Student perceptions

Next interviewed were students at the college who were pursuing transfer as a goal. Also in attendance was a State U #1 student who had transferred from the college. The student who had already transferred said that she had taken a Beta College course on career guidance at the suggestion of the Transfer Center counselors. She said that this course was very helpful to her in determining the path she should take in preparing to transfer to a baccalaureate institution. She also noted that there was a good career fair on campus which provided information on many different potential careers and the paths to those careers. The student was highly complimentary of the community college's role in helping students determine, basically "what they want to do when they grow up." She said the Beta College Transfer Center was also very helpful by always keeping appointments and providing information. The student felt, however, that it takes a good deal of personal motivation on the part of students in order to transfer.

The student suggested that there should be more advertisement of the services offered by the Transfer Center because many students she knew -- all potential transfer students -- did not seek out its services. The student also found that the support services were there for her on both the community college campus and at State U #2, but that students have to be assertive to receive the services. She said that the counselors are very helpful and professional and will do anything for the student, but that the student has to take the first step.

A second student currently enrolled at Beta College said that he had spoken with a counselor, decided upon a major, then went to the educational planning center to develop more firm transfer goals. He complimented Beta College for the amount and availability of information on transfer. He said that the student services staff with whom he has dealt have a strong "customer service, customer satisfaction" orientation. He visits the Transfer Center to gather information as he proceeds through college. He said that he notices little direct interaction between faculty and staff of the college.

A third student in her first year of college spoke of her interaction with an academic advisor; she noted that she had missed the orientation and had relied on the advisor to get information. She said that she had identified the baccalaureate institution to which she plans to transfer, has visited the campus (State U #1), and is narrowing down her major. She said that her academic counselor and friends have advised her to look closely at course catalogs to make sure that the courses she took were transferrable to the University and State University. She said that there is a peer support network for transfer students and the other two students that were interviewed agreed. One said students often "network on" different courses and instructors at the college. In terms of suggestions for improvement in transfer-related services, both students suggested that more and better advertising is needed to market the many services offered by the Transfer Center. It was also suggested that more computer-readable information be made available on the transferability of certain courses, particularly if the student changes majors or transfers to another institution.

A fourth student, who had already transferred and graduated with a baccalaureate degree from State U #1, complimented the guidance class offered at Beta College and all of the services offered through the Transfer Center. She said that she knew of her transfer objectives before she enrolled and, as a consequence, felt that the whole process was not as difficult for her as it might be for other students. She went on transfer-sponsored tours of State U #1 while enrolled at Beta College and tried to familiarize herself with the academics and other aspects of State U #1 while she was still at Beta College. She noted that she had a good existing support network (an older sibling who had preceded her to Beta College and State U #1) but that other students, peer mentors and counselors provided much assistance. The third student said that peer mentors are particularly helpful, as some students are intimidated by counselors and are more comfortable with people closer to their own age.

Evaluating transfer activities

Next interviewed were campus institutional research and planning staff. The first part of the discussion was about data sharing among the systems, and the problem of who receives credit for the transfer student -- the community college of last attendance, even if a student only took one course at that college, or the college at which the student completed the largest number of units. The director of institutional research for Beta College also discussed various studies she was involved in on developing transfer rates and other student flow issues. She discussed the various internal reports on student transfer data that are developed and disseminated at Beta College.

She expressed concern that it has become increasingly more difficult to get data on transfer from the baccalaureate institutions. University and State University now charge for data tapes and reports needed by the colleges to assess the effectiveness of Beta College's transfer function. She was highly complimentary of the

data developed and distributed by the Postsecondary Education Commission, but concerned about the quality of the data submitted to the Commission by colleges, high schools, and the statewide education system offices. The research director's data suggested that there is more transfer occurring than what is presented in published reports, but that for a variety of reasons (mostly data quality, politics, and other variables), information on many students who transfer is lost -- especially part-time students.

Faculty perspectives

Next interviewed were faculty members and representatives of the academic senate. The Academic Senate president stated that there are not many formal and informal contacts between faculty of Beta College and area baccalaureate degree-granting institutions. Individual departments' faculty at Beta College -- such as mathematics faculty -- do sometimes collaborate with their counterparts at area universities. The faculty view the success of student transfer as more a product of the Transfer Center, and its accompanying services, than direct faculty-to-faculty interaction. The articulation officers handle articulation well enough and Beta College faculty do not see the need for personal interaction with their counterparts at baccalaureate institutions on this issue.

In terms of institutional mission, perspectives vary at Beta College depending upon enrollments trends. One faculty member explained:

> *Ten to 12 years ago we had a shift toward the vocational, as far as enrollments, and we were being told . . . by some of our people . . . that the transfer program was not so important anymore. Now, it is clear that the majority of [these faculties'] students are seeking to transfer. Faculty in the vocational and academic areas do not work as closely together, as groups, as they do within their respective program/discipline areas. There is some concern among faculty that the basic skills function is growing on the college, and in the community colleges in general, as there are more and more 'pre-college' courses being taught. However we don't feel that basic skills will ever overwhelm transfer as a function at Beta College because the faculty would not allow this to happen.*

With regard to interaction with -- and impact upon -- identified potential transfer students on the part of Beta College faculty, the academic senate representative said that more information from the universities would be helpful. For example, the major independent university in the area was actively seeking more students for a certain program, so they gave Beta College faculty considerable information on the program (openings, support systems, financial aid, etc.) in order to encourage faculty to suggest the program to Beta College students. Beta College faculty also spoke of regretting the lack of feedback they receive on the progress made by their former students after transferring to the baccalaureate institutions.

Finally, Beta College faculty reported that they are seeing transfer as a "fairly cen-

tralized function" as are other aspects of the operation of Beta College. This has tended to discourage faculty from getting too involved in the operational specifics of individual programs and functions, such as transfer.

Gamma College

Gamma College is located in the midst of a major urban area. The total population in the area represents 28.7 percent of the total state population. Despite its urban setting, slightly more than seven percent of the total land area is devoted to agricultural production. Industrial activity is high and total taxable sales constitute 26.9 percent of the State's annual total. The leading industries are numerous and varied, including transportation equipment, instruments and related products, food and kindred products, electronic and related equipment, fabricated metal products and primary metal industries, industrial machinery and equipment, and printing and publishing. The unemployment rate in 1994 was 9.7 percent. Each system of public postsecondary education is represented by a campus in the area and there are numerous independent colleges as well.

Student Profile

Over the last five years, student enrollment at Gamma College decreased by 678, or 4.2 percent, from 16,193 in Fall 1989 to a current total enrollment of 15,515 as of Fall 1994. This period of decreasing enrollment produced changes in the racial/ethnic composition of the student body. The number of Asian, Black, Filipino and Other students decreased in representation while Latino and White student enrollment increased, and Native American student representation remained constant over five years. During the same period, annual enrollment of first-time freshmen from the major feeder high schools to Gamma College decreased by 14, or 3.2 percent, from 438 to 424 students. Full-year transfers from Gamma College to the University of California also decreased -- by 18 students, or 18.8 percent -- over the five-year period while systemwide community college transfers to the University increased by nine percent. Full-year transfers to the California State University decreased as well -- by 132 students, or 24.9 percent -- while systemwide community college transfers to the State University increased by 0.5 percent in the same period. Additional area profile and student demographic details can be found in Appendix B.

Commission staff spoke with campus personnel; representatives from area baccalaureate degree-granting institutions for whom Gamma College is a major transfer student provider were not available for this interview. Executive officers, student services staff, college faculty, and others were interviewed and provided various perspectives on topics such as the institution, its educational focus, its transfer program and related service and other subjects related to student transfer. To the extent possible, the following information is presented unedited, as it was obtained from persons interviewed on the campus.

Perceptions of executive personnel

First interviewed were the college's vice president and other executive office staff. In general, the conversation centered on the accomplishments of the college and the focus on transfer as an important mission among the three -- basic skills and vocational education being the others -- on the campus. The president, who joined the interview later, mentioned the vast demographic diversity of the campus, the challenges of being an "inner city" community college, and the high quality of the staff, students and faculty at Gamma College.

Perceptions of transfer and support service personnel

Next interviewed were the college's institutional research staff, counseling staff, and transfer program staff. The college's director of research noted that Gamma College was now beginning to collect data on elements of transfer that relate to students. She said part of her plan is to educate the faculty and staff by describing the demographics of the Gamma College service area. Topics examined included such things as income distribution and educational achievement of the population and the linguistic diversity of the student body. She then helps to translate these facts into a discussion of different instructional and service strategies that might be most successful in dealing with this population of students.

She said that she feels that the main hindrance to transfer at her college was the lack of knowledge, experience and sophistication of students in functioning in a postsecondary environment. She described the background of the student body -- some students are international, some have already dropped out of higher education earlier, and others have "multiple stresses" in their lives. She said that there is a core of Gamma College students who are savvy and have a "network" among other students, faculty and staff that will facilitate their transfer to a baccalaureate institution. She said that funding uncertainties and the depressed economy has hindered transfer because of the challenges facing Gamma College's service area.

The Chair of the Gamma College's counseling office said that they counsel all students -- including the identified transfer students -- and try to "get them on track" with regard to the courses they wish to take and the outcomes (degree, vocational certificate, a job, etc.) they expect to achieve. He said that they assist students to assure that they take the proper courses for their major, know the general education requirements, and are familiar with the various options available to them. He said that the counseling office works closely with the Transfer Center to try to assure that students have at least the first 30 units of their college enrollment planned "in the right direction" so that students do not take unnecessary courses. In this way, students will understand what is expected of them in terms of grade point averages in the courses and other academic requirements for the course of study upon which they have embarked.

The Chair of the counseling department said that part of his job is to let students know of the financial assistance, academic counseling, and other support networks that are available to students seeking to transfer to a baccalaureate institution. It seems that many area students do not think they can afford to pursue this goal, and

thus direct their educational efforts toward a different outcome because they lack this important information. He mentioned that, of the students Gamma College had transferred to the major area independent institution in a recent year, there were almost 170 transfer-eligible students who had applied and 54 who were accepted. This places Gamma College among the top 10 colleges transferring students to that institution -- a laudable achievement for a community college located in an economically depressed area and that serves an "at risk" student population. He said that the counseling and transfer offices are very proud of this fact, noting: "If we don't make students aware of the other services, they can have all the desire in the world and never get [anywhere] . . . they'll say 'heck, I can't afford this.'"

The counseling center Chair also feels that Gamma College has had some success in dealing with "first generation" students who come in assuming that a vocational track is all that they are qualified for but who later pursue a transfer goal. He said that they counsel these students and often, after reviewing the students' successful course work in the vocational education classes, will encourage them to "broaden their horizons" and pursue a baccalaureate degree.

In response to a question, the counseling director also stated that the counseling and matriculation processes complement one another. He briefly described the matriculation process. He said that nearly 50 percent of the Gamma College students come to college undecided about their educational goal and that the matriculation and counseling processes help these students make determinations about their futures. He said that Gamma College also has a very fine career center and that this office operates in concert with the counseling and transfer offices.

The Transfer Center director spoke forcefully about student transfer on her campus. She described the history of Gamma College as one of the original Transfer Center pilot projects, and the ways in which the college has refined its Transfer Center operations over the years. She noted, for example, that the campus tries to reach out to different groups of students and send information to their homes on various on-campus activities related to their racial/ethnic backgrounds (e.g., Black Studies day, Asian/Pacific Islanders days, etc.). She said that this type of information goes to every student at the campus, not just those who are identified as "transfer" students. She then described the many other outreach efforts on the campus.

She complained about the way transfer rates are defined and calculated by the State and about the general methodologies and policies used by the State to hold community colleges accountable for success in student transfer. She singled out the policy that gives the "college of last attendance" credit for transferring the student -- even if that student had taken *60* transferrable units at one college and only *1* unit at the college the student last attended before transferring. She also said that students who transfer out of state are not counted by the State -- such as the five or six students every year whom she said transfer from Gamma College to

historically Black colleges and universities located in the eastern and southern United States.

The Transfer Center director went on to discuss the strong commitment that the college and other departments have toward the Transfer Center, which was reflected in their resource support when the Center's budget was reduced. She said that a Transfer Center needs to have an equal partnership with the administration and the faculty. She also said that Transfer Center personnel need to vigorously defend their budget in internal budgetary discussions. Moreover, she mentioned the need to communicate with vocational education teachers in a way that they consider their positions are not threatened as colleges focus more specifically on student transfer. She said that State policy makers are essentially too focused on numbers and are not sufficiently focused upon the effectiveness of Transfer Centers.

On the subject of inter-institutional cooperation and collaboration, the Transfer Center director lamented the cessation of the articulation and transfer center conferences that involved all four of the State's postsecondary systems. She said that this had been an excellent opportunity for networking and meeting with the State University and University articulation officers so that difficulties that arose over the admission of transfer students could be resolved by people who had established face-to-face relationships.

The Transfer Center director also promoted the need for a better exchange of information on the progress of students who have transferred. She suggested that the baccalaureate "receiving" institution should be required to send outcomes data on transfer students back to a central State office in Sacramento for analysis and dissemination to the community colleges. She said that, presently, the only good tracking data on transfer students is on foreign students because federal and State laws require that information on the progress and location of these students be collected and regularly updated. She stated that, ironically, foreign students enrolled in the community colleges who transfer on to the State University are *not* included in the annual State University report of students who have transferred.

Finally, she noted that although providing adequate levels of funding to the colleges is important to the success of the transfer function, it is not the most important component: "It takes people." She described the coordination of existing formats and programs as components that contribute mightily to the success -- or failure -- of the transfer function.

Matriculation and articulation activities

Next interviewed were the campus articulation officer and representatives from the college's academic senate. In response to questions about the level of matriculation follow-up services, the vice president of the Gamma College's Academic Senate said that there are not sufficient resources provided for appropriate monitoring of students. She said the level of need of many of the students is so great

that, at present staffing levels, the office cannot provide even most students with sufficient follow-up services, as is called for under the matriculation plan in AB 1725. She said that the mean age of students on the campus is 31 and that the median age is 28 -- a population with different needs than the traditional 18- to 20-year-old transfer students envisioned by the State. She said that many students coming to Gamma College are adults ready for some specific direction when they enter, irrespective of their backgrounds and prior academic experiences.

The Gamma College articulation officer discussed the high dropout rate for first-time freshmen enrolled in colleges and universities, in general, and described the challenges they face in communicating with many parents and high school students who are focused on college preparation courses to the exclusion of other options, which may contribute to expectations that exceed students' current abilities. She said that, for many students, " . . . to get into a megalopolis like UCLA right out of high school is the most damaging thing in the world." She said the State should encourage 18-year olds to seek an initial postsecondary education environment that is more supportive of them and more likely to encourage persistence than dropping out. She also stated that postsecondary education needs to use the term *career education* to describe the needs of students after high school. She inferred that the term "job training" is outdated and demeaning.

On the subject of course articulation, the articulation officer spoke of the efforts of Gamma College with local high schools to make sure that their "tech prep" curriculum and subject "competencies" are attuned to those of the college. She used Algebra I as an example, saying that what some high schools teach as Algebra I often does not prepare the student for college-level Algebra. She told of one incoming student who had received a grade of "B" in her last high school Algebra course but performed below Pre-Algebra level in the college's matriculation process. She felt that much stronger direction should come from the California Department of Education or other State officials on the subject of course content and the competencies expected of students. In this way, high schools would be forced to revise curricula such that students who complete a high school math or science course are sufficiently competent in that subject that they will be successful in the next level of these courses in a postsecondary institution.

The articulation officer said she believes that there should be much more extensive "discipline-to-discipline," faculty-to-faculty interaction with regard to articulation between the community colleges and baccalaureate institutions. As a registered nurse, she noted: ". . . I believe in disciplines eye-balling one another -- *you* can't tell me about nursing but *another nurse* can." She is more supportive of campus-to-campus articulation than systemwide efforts because she feels those efforts tend to be limited to certain technologies, such as inclusion in CAN or ASSIST. She said, for example, that Gamma College has 119 courses listed in CAN but that the college has many more courses that are transferrable to area baccalaureate universities because of the personal contacts she and others have with those campuses.

She went on to describe the level of relationships she has been able to establish with those campuses, as well as with articulation officers at other universities throughout the state.

She said the key to articulation and transfer is to have it "institutionalized." She indicated that the articulation officer on a campus is very important. That person must be a faculty person who knows academia and who understands that the job is "faculty-to-faculty," not "faculty-to-student." She said that the articulation officer must be "seasoned" and must know the college's catalogue and the content of the courses. This person must do his/her homework on the extent to which students have met transfer requirements and then be prepared to fight hard on behalf of students to get them transferred with all of the academic credits they deserve.

On the subject of curriculum offerings at the college as related to courses offered by the area baccalaureate institutions, she said that the college is somewhat concerned by decisions made by the baccalaureate institutions on which courses (and how many sections) they will offer and the role they assume the community colleges will play in meeting any unmet need for those courses. She said that the area universities "try to let us know" of their plans that may affect the college. She described changes in the field of accounting resulting from concerns expressed by the Certified Public Accountants professional organization about courses in this field. Her campus is collaborating with area State University and University campuses, as well as the major area independent institutions, on the courses to offer and the content of those courses in response to this dilemma.

Responding to a question on the role of the academic senate in course articulation -- its role as a facilitator of inter-institutional faculty contacts -- the vice president of Gamma College's Academic Senate said that the senate has a curriculum committee and a general education committee to determine the courses to be articulated with the baccalaureate institutions. The cooperation and coordination of these two committees on course articulation help assure that these courses contain elements desired by the universities. She said that Gamma College is presently in an extensive program and course review process; this should be completed in three years.

Further, she noted that, as of November, 1994, Gamma College was only at the "development stage" of the matriculation-mandated review and development of pre-requisites and co-requisites. Gamma College was developing the appropriate forms and expected to have faculty workshops in the Spring of 1995 to explain the regulations, the requirement that faculty integrate course objectives into course content, and the requirements for validation of those courses. She went on to describe the process of course articulation and the role of the curriculum committee in implementing the "pre-requisite and co-requisite" requirements of matriculation.

The Academic Senate vice president described the difficulty within the local community college district with respect to implementing the new matriculation program consistently among the campuses because, as she says: "there hasn't been enough communication as to what actually is the direction from the Chancellor's Office." She said that individual campuses have programs and are "revising" them based on district policy. The articulation officer then discussed the problems with competencies within English courses that are in IGETC, as they affect demonstrated competencies in the English language that are not evenly solicited in the classroom.

Next interviewed were Gamma College's matriculation and counseling staff. The matriculation representative briefly described the operation of the campus' matriculation program and noted the challenge of serving students from many different language backgrounds. He said that 99 percent of students need to take the assessment examination at the beginning of their college careers. For students in need of basic entry-level English, the campus offers a "zero period" course and also refers students to adult education and basic English courses at local elementary and secondary schools. He then described the extensive orientation offered and the various counseling and advising services available.

The matriculation staff member described the challenges facing the college's counselors because of the large numbers of students seeking their services and the relatively small number of counselors available. Responding to a question on how the matriculation process affects students' goals, the representative spoke of the guidance counseling process and said that students were treated as adults and were encouraged -- not required - to seek out counseling as they revise or question their earlier educational goals. He said that if a greater number of counselors were available, he would try to provide even more extensive counseling to students. The articulation officer said that it may be unrealistic for State policy on matriculation to specify that students should have declared an educational goal by their second semester, given the frequency with which the average student changes his or her mind on their career choices. The matriculation representative said that another good aspect of the program is that it gradually helps to weed out the "professional students" who take classes year after year and change educational goals and majors periodically.

The articulation officer interjected that part of the problem is the perception among high school counselors that students who are not academically interested or successful should go to a community college because "that's easy"; then the student finds out just the opposite. She said that, as long as this perception exists, it will be difficult for matriculation to work effectively. She and the other representatives quickly added that this perception problem does not seem to exist with regard to Gamma College's "receiving" baccalaureate universities. She said that because of the process leading to the development of articulation agreements, the historic relationships between the area colleges and universities, and the rigor and

credibility of the Gamma College transfer education process, the area baccalaureate degree-granting institutions have respect for the college.

Student perceptions

Next interviewed were two student representatives who were leaders in the college's Associated Students organization and were very active in maintaining and improving the level of services provided to students. They spoke at length about the many, diverse needs of the student body at Gamma College and focused more on individual operational challenges facing student government at the college than on student issues related to transfer.

Among their concerns was the number of hourly staff versus full-time instructors at the college and the lack of access students often have to part-time instructors. Also, they expressed a desire that the college or district develop a policy for suspending and dismissing faculty due to consistently poor performance or abusive behavior. The students noted that most of the student population at Gamma College consisted of working adults who had experienced some failures in high school or in earlier college experiences. They said that the academic needs of these students are more three-dimensional that just "textbooks and transfer." Rather, areas of life like "child-rearing, bill-paying, mid-life-crises" are critical concerns of many Gamma College students.

4 Summary Findings and Future Directions

Summary findings

This Commission report provides an assessment of the progress that has been realized in achieving state goals -- as expressed in SB 121 -- of improving student transfer among the California Community Colleges, the California State University, and the University of California. The report demonstrates that the transfer function involves several complementary components -- from systemwide programs and services to personal, inter-institutional relationships -- which mitigate against relying on a single measure of its effectiveness. Statistical information available on student transfer show that, despite the effects of nearly a half-decade of recession-driven funding reductions, the numbers of students taking advantage of transfer opportunities to continue their academic careers after high school have recovered from several years of decline to reach its highest point this decade.

Despite the success of California's public colleges and universities in facilitating student transfer from community colleges to baccalaureate degree-granting institutions, many of the interpersonal and inter-institutional components of the transfer function have suffered as a result of fiscal stringency. Three case studies of actual campus practices and perceptions regarding student transfer have been included in this report to provide an "on the scene" view of the transfer function and process from the perspectives of staff, faculty and students on California's campuses. Their varying perceptions of the relative importance of the individual components of the transfer function point to the level of complexity in the transfer process in reality.

Staff analyses of the more objective information summarized in section 2 of this report and the qualitative information summarized in section 3 support several general findings, detailed below, and identifies several areas towards which continued attention and resources should be directed.

Enrollment priority for upper division transfer students

Both the California State University and the University of California have modified their priorities for transfer admission decisions to give highest priority to eligible community college students seeking to enroll at the junior level. Prior to 1990, the California State University had been more flexible in granting admission to eligible students seeking to transfer from a community college or an accredited baccalaureate degree-granting institution at the lower division level (advanced freshman or sophomore). This change was part of the State University's review of its Enrollment Management Policy and Practices prompted, in part, by budget pressures.

The University of California has historically relied more heavily on first-time freshman in assembling its annual class of new students. However, the combined effect of budget constraints, space limitations, and institutional commitment to remain in compliance with the goal of achieving an undergraduate mix of at least 60 percent upper division students has resulted in a substantial increase in the number of eligible community college students enrolling at a University campus. The popularity of some of the University's campuses has also prompted the University to encourage fully qualified, but not highly competitive, high school graduates to enroll in community colleges and reapply to the campus of choice after completing a designated course of study with satisfactory grades.

The heightened priority given to community college transfers seeking enrollment at the junior level is consistent with basic premises contained within the State's Master Plan for Higher Education -- efficiency in the use of State resources to provide postsecondary educational opportunities, and coordination between community colleges and the State's public university systems. However, it has also underscored an unmet need for a coordinated system of postsecondary education: the ability to reliably estimate likely demand for access to upper division educational opportunities by eligible community college students. This capacity is essential to effective statewide planning efforts aimed at accommodating the demand for access to baccalaureate degree programs.

Articulation efforts

The public higher education systems have made progress developing articulation agreements for academic courses of study. However, the pace at which these agreements have been developed by the respective systems' academic senates and implemented by system and campus officials is slower than anticipated by policy makers, educators, and students seeking transfer. As evidenced by such programs and policies as IGETC, major-specific transfer agreements, Project ASSIST, and CAN, the public systems have demonstrated the ability to develop cooperative methods of implementing articulation agreements and disseminating information about these agreements as part of efforts to facilitate student transfer.

The transfer function has survived the State's long economic recession and concomitant budget cuts, but at some cost. System efforts to maintain and expand articulation have been harmed, staffing and funding reductions prompted many campuses to lessen efforts to maintain articulation contacts, needed sections of transfer courses have been reduced, fewer slots have been available for transfer students in some majors, and coordination of transfer efforts has generally suffered. Increases in resident student fees, coupled with the shifting emphasis in student financial aid from grants to loans, have added to the pressures experienced by potential transfer students. Additionally, staffing shortages have reduced the professional resources available to students to decipher which pattern of lower division preparation -- IGETC, CSU General Education course certification, or curricular patterns articulated in campus-specific transfer agreements -- is the best

course of action for their educational goals and institutional preference. Still, the numbers of students transferring from the Community Colleges to the State University and University continues to increase. Evidence that increasing numbers of secondary students -- particularly those from historically underrepresented groups -- are preparing themselves for postsecondary education studies suggests that student transfer will continue to be an important part of access for Californians.

Waning interpersonal relationships

The case studies provide evidence of continued hard work and creative problem solving on the "front lines" of transfer by campus personnel in all three public systems. Despite resource shortages, changes in policy priorities, and other challenges, campus staff -- particularly at community colleges -- have developed effective practices for ensuring as smooth a process as possible for students aspiring to transfer to a baccalaureate institution. Campus counselors, articulation officers, and others have balanced multiple campus responsibilities with increased workloads and complicated transfer processes to provide as substantial an opportunity for transfer as possible during these challenging times.

One of the casualties of budget constraints and increased workload, however, has been the opportunity for articulation officers and Transfer Center coordinators to gather on a regular basis to establish and renew relationships with each other, as well as to both receive and provide information on changes in admission requirements, articulation agreements, and personnel. One of the most effective tools available to community college counselors, advisors, and transfer personnel is personal acquaintance with articulation and admissions personnel at receiving baccalaureate institutions. These relationships humanize the transfer process for students unfamiliar or uncomfortable with the formal, often bureaucratic, requirements of large organizations and facilitate successful transition to baccalaureate institutions.

Shared responsibilities of systems in the transfer function

The inter-campus interactions described in the case studies point to the most obvious -- yet often overlooked -- aspect of the transfer function: that it is a shared responsibility of all the higher education systems, not just the community colleges. Admissions requirements, academic major and general education requirements, program and course articulation, information dissemination, faculty interaction, and actual university admission practices all factor into the success and viability of the transfer function. Each system has a responsibility to prioritize student transfer in its decisions involving enrollments, courses, support services, resource allocations, and other areas.

The communication and coordination of system policy changes affecting the transfer function have been a source of weakness in the transfer process. Partly due to the immediacy of decision-making brought on by the recession and partly due to institutional culture, many important decisions that had an impact on transfer students were made by baccalaureate institutions and systems but not communicated to the

community colleges, or the students they serve, in a timely manner. Examples of such decisions include: reducing course and section offerings, closing or limiting the number of transfer applicants to be considered in impacted majors, changing articulation agreements, and eliminating or reducing inter-campus activities designed to facilitate the transfer function.

Not all baccalaureate institutions have failed to maintain effective communication with local community colleges. However, staffing changes at these institutions have, in some cases, altered traditional lines of inter-institutional communication and fueled the perception among some community college personnel that they are not receiving pertinent information in a timely manner and that the delay affects their efforts to facilitate successful student transfer. Improvement in this area is imperative if the transfer function is to be improved substantively.

Future directions

The fact that the numbers of students actually making the transition from community college campuses to a baccalaureate institutions within California is increasing, despite declining fiscal and human resources being devoted to it, provides strong evidence that the transfer function is operational and perceived by students to be a viable, albeit overly complex, route to attainment of a baccalaureate degree or higher. In addition, legislation has been recently adopted that seeks to encourage even greater collaboration between community colleges and public universities (SB 1914, Killea) and among community colleges (SB 450, Solis). Coupled with the Commission's review of transfer activities, several areas emerge as goals to be pursued in an effort to strengthen and expand the transfer function.

Inter-institutional collaboration

The California Community Colleges, California State University, and University of California should continue to work cooperatively on transfer-related programs and services and focus their attention on those programs most likely to increase the availability of services for identified and potential transfer students. Towards this end, the Commission notes two areas that deserve particular attention:

- *Shared use of intellectual and physical resources to facilitate student progress in achieving their educational objectives with student costs kept as low as possible*. This is consistent with the intent of SB 1914 which calls upon the California Community Colleges, the California State University, and the University of California to facilitate cross enrollment by qualified and ambitious students by reducing "red tape" and charging minimal administrative fees.
- *Continued attention to course and program articulation with the intent of directing sufficient time and attention to this area to facilitate timely updates and communication of curricular changes between and among campuses and systems*. Senate Bill 450 seeks to encourage such attention by authorizing community colleges to adopt common course numbering between community

college campuses. While this might aid systemwide course articulation, it is likely to be a very difficult goal to achieve. The interest of students suggests that continued improvement in the means by which articulated courses are made known to students in a reliable fashion -- particularly through "user-friendly" application of technology -- would be a more fruitful path to take.

Improved use of statistical information

The transfer function is a multi-faceted operation and demands multiple approaches to assessing its health and effectiveness. The Commission believes that it should work closely with the higher education systems to develop appropriate measures beyond simple headcounts of transferring students to assess the effectiveness of the transfer function. Among the potential measures that should be developed and consistently reported are the following:

- *Transfer eligibility* - an estimate, or actual count, of the numbers of community college students who have met or exceeded transfer requirements published by the California State University and the University of California. This would serve as one measure of the effectiveness of community colleges in helping their students achieve transfer eligibility and would provide vital information to the two public university systems as they seek to project the likely demand for upper division enrollment at their campuses.
- *Transfer transition numbers* - a count of the actual number of transfer eligible students who enroll in a baccalaureate institution. This is similar to the transfer numbers currently reported annually by the Commission. However, relating actual transfer to the pool of community college students who are transfer-eligible in the same year provides a more appropriate base for calculating transfer rates -- a number traditionally used to assess the effectiveness of the transfer function but with little consensus on the elements of the equation.
- *Academic pattern of transfer eligible students* - a differentiation of the curricular pattern followed by community college students in attaining transfer eligibility (e.g.; IGETC, transfer agreement pattern, etc.). This measure may provide valuable information on the effect of different curricular approaches on the rate at which various student groups achieve transfer eligibility, the actual rate of acceptance of transfer courses by receiving baccalaureate institutions, and students' subsequent success in the major of choice.

Summary comments

This report has been enhanced significantly by the qualitative information from interviews with actual campus personnel that was summarized in section 3 of the report. It is important to keep in mind that no effort was made to validate the accuracy of practices described to Commission staff. They represent the perceptions of those with whom staff spoke and they form the framework within which they interact with their colleagues in different systems and at different campuses.

It is not possible to offer generalized models that would be applicable in every instance. Several themes, however, did emerge from the campus visits that bear repeating here. First, the transfer function seems to be most effective when it is included among the top priorities of senior campus administrators. Such importance is often evidenced in the expenditure priorities of the campus, the level of attention transfer receives from senior administrative staff, and in the attention given to regularly assessing, or evaluating, the outcomes of transfer activities. It is also reflected in the extent to which attention to transfer issues (e.g.; actively encouraging students to aspire to attain transfer eligibility, offering transfer courses in sufficient quantity and at times convenient to students) influence departmental and professional interactions. Where transfer enjoys high priority, it is often evident in overt efforts to integrate and coordinate the services of discrete programs for the benefit of students and in a keen awareness of the mission and limitations of each.

Secondly, positive interpersonal relationships between community college faculty and those personnel most directly involved in transfer activities are evident at campuses which consistently have substantial numbers of students who annually transition to baccalaureate institutions. Although faculty and transfer/articulation personnel are not always engaged in collaborative activities, they do appear to be reasonably informed about each other's activities. Strong interpersonal relationships between community college personnel and their primary receiving baccalaureate institutions also appears to be high. Knowing each other on a first name basis was reported as contributing to the effectiveness of community college personnel successfully advocating on behalf of their students and providing accurate advice on eligibility requirements of the students' campus of choice.

Finally, baccalaureate institutions that view feeder community colleges as a vital component of their strategy to achieve institutional goals and maintain institutional vitality also seem more attentive to incorporating community college personnel in early discussions which might lead to changes in curriculum, programs, or services that have the potential to affect the transfer process. The means by which this inter-institutional exchange occurs varies throughout the state but is evident from conversations with personnel on the campus sites.

The transfer function relies heavily on the human element. The Commission would be remiss if it did not reiterate the significance of budget constraints on the transfer function. Resource-driven personnel reductions and reassignments placed a serious strain on the transfer function over the first half of this decade. Resolute commitment to the importance of transfer and creative use of human and fiscal resources by California's colleges and universities have sustained the viability of the transfer function as a means for students to attain baccalaureate degrees -- both those students who were not eligible for enrollment in baccalaureate institutions after high school and those who were but could not afford to take immediate advantage of the opportunity. Strengthening and expanding the transfer function

will require a continuation of creative and collaborative activities among California's colleges and universities, but it will also require additional resources and public accountability in the effective use of those additional resources.

APPENDIX A: Glossary of Transfer-Related Terms

GIVEN the complexity of the whole issue of transfer, not to mention the complexity of the many transfer-related activities the postsecondary education systems have undertaken, Commission staff have developed some consistent definitions of terminology used to discuss transfer for consideration by the Transfer Policy Advisory Committee. The terms are commonly used by each of the systems but may be interpreted differently by systemwide offices, campuses, faculty or students. Commission staff offer the following definitions to facilitate a common understanding when discussing transfer:

Course articulation, systemwide - refers to agreements by faculty that a set of courses offered by community colleges are equivalent to similar courses offered at CSU and UC. Credit earned by students in these courses are accepted by every campus within CSU or UC and are applied toward degree requirements.

Course articulation, major-specific - refers to a set of courses that CSU and UC faculty accept as having the focus, content and rigor necessary to meet course prerequisite requirements for specific majors that have lower division requirements. The term *discipline-specific* is often used within SB 121 to refer to major-specific course articulation agreements.

Intersegmental General Education Transfer Curriculum (IGETC) - often referred to as the "core transfer curriculum" within SB 121 and elsewhere, the IGETC is a listing of courses from which community college students can select to meet transfer curricular requirements. Development of the IGETC was in response to AB 1725 (Vasconcellos), which codified many of the recommendations of the Joint Legislative Committee for Review of the Master Plan. The IGETC was approved and adopted by the Intersegmental Committee of Academic Senates and implemented in the 1991-92 academic year. The only area of continuing implementation difficulty is the English communication requirement for CSU that combines critical thinking and English composition into a single course.

Transfer agreement - refers to a specific agreement that a student enters into with a CSU or UC campus, stipulating that admissions as an upper division student is assured providing the student satisfies specific requirements delineated in the agreement. In most cases, this agreement does not assure transfer into the department or major of first choice.

Transfer agreement program - refers to the combination of programs, policies and practices combined by campuses to facilitate student transfer. The transfer agreement program should incorporate enrollment planning and management to assure that adequate spaces exist for students who have prepared themselves for transfer. It also includes the procedures by which a college makes students aware

of the requirements that must be met to successfully transfer to one of the State's public universities.

Transfer eligible - refers to students who have completed the requisite courses and units with a minimum GPA that meets or exceeds that established by CSU and UC, respectively, for regular admission as an upper division student. When applied to the college's transfer function, it refers to the success of the college's transfer program in helping students meet the upper division transfer requirements, irrespective of whether the student actually makes the transition to a CSU or UC campus.

Transfer requirements - refers to published academic criteria that a student enrolled in a community college would need to meet in order to qualify for regular admission to a CSU or UC campus. These requirements stipulate a course pattern, minimum grade point average (GPA), and minimum number of transferrable units that must be completed to qualify for regular admission to CSU and UC.

PROFILE OF CALIFORNIA AND CASE SERVICE AREAS

California	Alpha Service Area	Beta Service Area	Gamma Service Area	Category
Population				
32,344,000	204,300	1,393,500	9,224,600	Population, as of January 1, 1995
	0.6	4.3	28.7	Percent of California
2.899	2.539	3.016	2.995	Population per household
Education				
13.4	13.2	12.9	13.0	Median years of school, 1990
5,831,917	35,550	274,278	1,654,791	K-12 enrollment, Fall 1994
1,917,761	24,304	65,452	518,459	College/university enrollment, Fall 1994
162,304		8,591	35,110	UC enrollment
319,368	14,232	11,864	94,859	CSU enrollment
1,219,036	9,969	35,470	298,530	Community colleges enrollment
212,752	103	9,527	89,960	Private colleges
$28,540.4	$186.0	$1,329.4	$7,944.5	Spending on education, K-12, 1993-94 ($millions)
$3,730.3	$34.2	$59.7	$312.4	Spending on education, CCC, 1993-94 ($millions)
Labor Force and Employment				
15,471,000	83,300	589,100	4,396,000	Civilian labor force, 1994
14,141,000	74,800	526,600	3,984,000	Civilian employment
1,330,000	8,500	62,500	412,000	Unemployment
8.6	10.2	10.6	9.4	Unemployment rate
Income and Sales				
$683,507.8	$3,153.7	$23,799.7	$197,842.7	Personal Income, 1993 ($millions)
	0.5	3.5	28.9	Percent of California
$21,895	$16,507	$18,012	$21,661	Per capita income, 1993
	75.4	82.3	98.9	Percent of California
$30,863	$21,177	$24,225	$33,488	Average earnings per job, 1993
$40,559	$28,314	$37,694	$39,035	Median family income, Census, 1989
$35,798	$22,776	$33,081	$34,965	Median household income, Census, 1989
$246,876.0	$1,479.8	$9,814.5	$76,898.7	Total taxable sales, 1994 ($millions)
	0.5	3.4	26.9	Percent of California, 1994
$187,102.9	$1,124.2	$7,131.2	$49,785.8	Taxable retail sales, 1994

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PROFILE OF CALIFORNIA AND CASE STUDY COUNTIES continued

California	Alpha Service County	Beta Service County	Gamma Service County	Category
Industry				
$132,637.5	$274.3	$1,773.5	$50,905.6	Value added by manufacture, 1987 ($millions)
	0.2	1.3	38.4	Percent of California
				Leading Industries:
			$2,963.6	Apparel and other textile products
$5,449.2			$2,166.7	Chemicals and allied products
$16,450.8		$117.5	$3,922.9	Electronic and other electric equipment
$7,441.7		$150.5	$3,762.2	Fabricated metal products and primary metal industries
$15,542.2	$97.4		$4,099.3	Food and kindred products
$15,737.1	$18.8		$3,891.0	Industrial machinery and equipment
$13,374.7		$187.5	$4,716.6	Instruments and related products
	$68.9			Lumber and wood products
$9,544.2		$196.2	$3,764.5	Printing and publishing
$4,248.1		$129.7		Rubber and miscellaneous plastic products
		$219.8		Stone, clay and glass products
$21,666.3		$264.4	$12,281.5	Transportation equipment
2,315,852	97,724		22.0	Timber production, 1994 (Thousands of board feet)
	4.2		--	Percent of California
Agriculture				
77,669	1,944	3,511	1,446	Number of farms, 1992
28,978,997	452,347	423,602	183,569	Acreage in farms, 1992
29	43.1	9.2	7.1	Percent of land area
353,700	2,900	21,400	9,000	Agricultural employment
$24,368.5	$281.3	$1,069.4	$215.9	Value of production, 1994 ($millions)
	1.2	4.4	0.9	Percent of California
	21	8	26	County rank
Transportation				
23,882,302	179,668	961,291	6,099,418	Vehicle registrations, 1994

Source: California Department of Finance, State Census Data Center.

STUDENT PROFILES OF ALPHA COMMUNITY COLLEGE

Enrollment by Ethnicity and Distribution Change, Fall 1990 and Fall 1994

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native America	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	**GRAND TOTAL**
1990	281	141	36	852	200	8,410	22	**9,942**	332	264	**10,538**
1994	359	194	41	885	204	7,322	52	**9,057**	441	471	**9,969**
Change	78	53	5	33	4	-1,088	30	**-885**	109	207	**-569**
Percent	27.8	37.6	13.9	3.9	2.0	-12.9	136.4	**-8.9**	32.8	78.4	**-5.4**

Enrollment of First Time Freshman by Ethnicity from Major Feeder California Public and Private High Schools and Distribution Change, Fall 1990 and Fall 1994*

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native America	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	**GRAND TOTAL**
1990**	8	3	2	40	8	354	0	**415**	6	1	**422**
1994***	27	4	2	53	11	414	1	**512**	3	11	**526**
Change	19	1	0	13	3	60	1	**97**	-3	10	**104**
Percent	237.5	33.3	0.0	32.5	37.5	16.9	100.0	**23.4**	-50.0	1,000.0	**24.6**

* Includes only those high schools providing first-time freshmen enrollment of 10 or more to Alpha Community College. Does not include first-time freshmen from unknown or non-California high schools.

** Number of high schools equals 11.

*** Number of high schools equals 13.

Ethnic Distribution of Transfer Students to Alpha Community College, to the University of California and the California State University, Full-Year, 1990-91 through 1994-95

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	**Known Ethnicity Total**	Other	**GRAND TOTAL**	**Statewide System TOTAL**
to the University of California										
1990-91	2	0	0	0	0	21	**23**	0	**23**	**10,030**
1991-92	2	0	0	2	3	9	**16**	0	**16**	**9,972**
1992-93	1	0	0	1	0	18	**20**	1	**21**	**9,993**
1993-94	0	0	0	1	1	17	**19**	2	**21**	**10,940**
1994-95	1	1	0	2	1	17	**22**	0	**22**	**10,929**
5-Year Change	-1	1	0	2	1	-4	**-1**	0	**-1**	**899**
Percent Change	-50.0	100.0	0.0	100.0	100.0	-19.0	**-4.3**	0.0	**-4.3**	**9.0**
to the California State University										
1990-91	13	11	2	32	7	469	**534**	37	**571**	**46,670**
1991-92	14	8	6	51	13	540	**632**	59	**691**	**44,898**
1992-93	18	6	3	44	13	394	**478**	52	**530**	**40,976**
1993-94	26	10	1	53	14	375	**479**	92	**571**	**44,420**
1994-95	17	10	3	55	9	380	**474**	94	**568**	**46,912**
5-Year Change	4	-1	1	23	2	-89	**-60**	57	**-3**	**242**
Percent Change	30.8	-9.1	50.0	71.9	28.6	-19.0	**-11.2**	154.1	**-0.5**	**0.5**

The designation "Other" consists of Non-Resident Aliens and persons who did not provide information on their ethnicity.

Source: California Postsecondary Education Commission, January, 1996.

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STUDENT PROFILES OF BETA COMMUNITY COLLEGE

Enrollment by Ethnicity and Distribution Change, Fall 1990 and Fall 1994

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	GRAND TOTAL
1990	2,498	2,076	1,138	5,389	241	13,901	0	**25,243**	1,106	6,591	**32,940**
1994	4,137	1,741	1,302	8,792	226	8,711	478	**25,387**	1,786	1,249	**28,422**
Change	1,639	-335	164	3,403	-15	-5,190	478	**144**	680	-5,342	**-4,518**
Percent	65.5	-16.1	14.4	63.1	-6.2	-37.3	100.0	**0.6**	61.5	-81.0	**-13.7**

. Enrollment of First Time Freshman by Ethnicity from Major Feeder California Public and Private High Schools and Distribution Change, Fall 1990 and Fall 1994*

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	GRAND TOTAL
1990**	34	161	128	330	9	956	0	**1,618**	97	771	**2,486**
1994***	304	112	84	751	14	535	34	**1,834**	69	22	**1,925**
Change	270	-49	-44	421	5	-421	34	**216**	-28	-749	**-561**
Percent	794.1	-30.4	-34.4	127.6	55.6	-44.0	100.0	**13.3**	-28.9	-97.1	**-22.6**

* Includes only those high schools providing first-time freshmen enrollment of 10 or more to Beta Community College. Does not include first-time freshmen from unknown or non-California high schools.

** Number of high schools equals 47.

*** Number of high schools equals 53.

Ethnic Distribution of Transfer Students to Beta Community College, to the University of California and the California State University, Full-Year, 1990-91 through 1994-95

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	**Known Ethnicity Total**	Other	GRAND TOTAL	Statewide System TOTAL
to the University of California										
1990-91	27	4	8	19	0	41	**99**	2	**101**	10,030
1991-92	37	6	2	29	2	52	**128**	5	**133**	9,972
1992-93	29	3	8	35	0	54	**129**	4	**133**	9,993
1993-94	43	6	6	25	0	50	**132**	10	**142**	10,940
1994-95	64	6	10	35	2	45	**162**	6	**168**	10,929
5-Year Change	37	2	2	16	2	4	**63**	4	**67**	899
Percent Change	137.0	50.0	25.0	84.2	100.0	9.8	**63.6**	200.0	**66.3**	9.0
to the California State University										
1990-91	114	45	42	176	6	447	**830**	109	**939**	46,670
1991-92	99	57	43	216	5	390	**810**	116	**926**	44,898
1992-93	102	54	47	184	5	300	**692**	107	**799**	40,976
1993-94	138	51	45	264	7	322	**827**	173	**1,000**	44,420
1994-95	153	42	49	284	3	333	**864**	147	**1,011**	46,912
5-Year Change	39	-3	7	108	-3	-114	**34**	38	**72**	242
Percent Change	34.2	-6.7	16.7	61.4	-50.0	-25.5	**4.1**	34.9	**7.7**	0.5

The designation "Other" consists of Non-Resident Aliens and persons who did not provide information on their ethnicity.

Source: *California Postsecondary Education Commission, January, 1996.*

STUDENT PROFILES OF GAMMA COMMUNITY COLLEGE

Enrollment by Ethnicity and Distribution Change, Fall 1990 and Fall 1994

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	**GRAND TOTAL**
1990	2,099	2,313	913	4,686	62	2,630	264	**12,967**	2,666	560	**16,193**
1994	1,621	2,156	816	5,102	66	2,671	150	**12,582**	2,482	451	**15,515**
Change	-478	-157	-97	416	4	41	-114	**-385**	-184	-109	**-678**
Percent	-22.8	-6.8	-10.6	8.9	6.5	1.6	-43.2	**-3.0**	-6.9	-19.5	**-4.2**

Enrollment of First Time Freshman by Ethnicity from Major Feeder California Public and Private High Schools and Distribution Change, Fall 1990 and Fall 1994*

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	Other	**Known Ethnicity Total**	Non-Resident Alien	No Response	**GRAND TOTAL**
1990**	31	57	35	188	0	30	2	**343**	90	5	**438**
1994***	29	34	21	256	1	37	3	**381**	38	5	**424**
Change	-2	-23	-14	68	1	7	1	**38**	-52	0	**-14**
Percent	-6.5	-40.4	-40.0	36.2	100.0	23.3	50.0	**11.1**	-57.8	0.0	**-3.2**

* Includes only those high schools providing first-time freshmen enrollment of 10 or more to Gamma Community College. Does not include first-time freshmen from unknown or non-California high schools.

** Number of high schools equals 13.

*** Number of high schools equals 11.

Ethnic Distribution of Transfer Students to Gamma Community College, to the University of California and the California State University, Full-Year, 1990-91 through 1994-95

Fall Term	Asian/ Pacific Islander	Black	Filipino	Latino	Native American	White	**Known Ethnicity Total**	Other	**GRAND TOTAL**	**Statewide System TOTAL**
to the University of California										
1990-91	30	11	8	14	0	30	**93**	3	**96**	**10,030**
1991-92	29	8	4	15	0	26	**82**	2	**84**	**9,972**
1992-93	37	8	6	14	0	16	**81**	2	**83**	**9,993**
1993-94	40	6	4	17	0	21	**88**	4	**92**	**10,940**
1994-95	28	6	6	12	0	26	**78**	0	**78**	**10,929**
5-Year Change	-2	-5	-2	-2	0	-4	**-15**	-3	**-18**	**899**
Percent Change	-6.7	-45.5	-25.0	-14.3	0.0	-13.3	**-16.1**	-100.0	**-18.8**	**9.0**
to the California State University										
1990-91	100	115	42	132	1	70	**460**	71	**531**	**46,670**
1991-92	102	93	25	113	3	58	**394**	74	**468**	**44,898**
1992-93	68	56	25	107	1	54	**311**	70	**381**	**40,976**
1993-94	84	56	30	112	2	47	**331**	62	**393**	**44,420**
1994-95	61	67	20	119	1	52	**320**	79	**399**	**46,912**
5-Year Change	-39	-48	-22	-13	0	-18	**-140**	8	**-132**	**242**
Percent Change	-39.0	-41.7	-52.4	-9.8	0.0	-25.7	**-30.4**	11.3	**-24.9**	**0.5**

The designation "Other" consists of Non-Resident Aliens and persons who did not provide information on their ethnicity.

Source: California Postsecondary Education Commission, January, 1996.

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CHAPTER 1188

An act to amend Section 66202 of, to add Section 66202.5 to, to add an article heading to Chapter 9.2 (commencing with Section 66720) of, and to add Article 2 (commencing with Section 66730) to Chapter 9.2 of Part 40 of, the Education Code, relating to education.

[Approved by Governor October 14, 1991. Filed with Secretary of State October 14, 1991.]

LEGISLATIVE COUNSEL'S DIGEST

SB 121, Hart. Public postsecondary education: transfer functions.

(1) Existing law requires the Board of Governors of the California Community Colleges, the Regents of the University of California, and the Trustees of the California State University, with appropriate consultation with the Academic Senates of the respective segments, to develop, maintain, and disseminate jointly a common core curriculum in general education courses for the purposes of transfer. Each person who successfully completes the transfer core curriculum is deemed to have completed all lower division general education requirements for the University of California and the California State University.

This bill would require the Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges to have as a fundamental policy the maintenance of a healthy and expanded student transfer system, as specified.

The bill would require the California State University to maintain its upper division enrollment at approximately 60% of total undergraduate enrollment. The bill would require the University of California, commencing in the 1991–92 academic year, to increase the percentage that upper division enrollment systemwide is of total undergraduate enrollment by one percentage point each year through the 1995–96 academic year until that percentage reaches approximately 60%. The bill would also require the governing board of each segment to ensure that individual university and college campus enrollment plans include adequate upper division places for community college transfer students in all undergraduate colleges or schools, as specified.

The bill would impose a state-mandated local program by requiring that each community college district governing board ensure that its college or colleges maintain student transfer counseling centers or other counseling and student services designed and implemented to affirmatively seek out, counsel, advise, and monitor the progress of potential and identified community college transfer students, and by imposing certain duties upon the governing

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boards of community college districts.

The bill would require the governing board of each public postsecondary education segment to be accountable for the development and implementation of formal systemwide articulation agreements and transfer agreement programs, including those for general education or a transfer core curriculum, and other appropriate procedures to support and enhance the transfer function.

The bill would require each department, school, and major, in the University of California and California State University to develop, in conjunction with community college faculty in appropriate and associated departments, discipline-specific articulation agreements and transfer program agreements for those majors that have lower division prerequisites, and would require community college districts, in conjunction with the California State University and the University of California, to develop, according to specified priorities, discipline-based agreements with as many campuses of the 2 university segments as feasible.

These additional duties would impose a state-mandated local program.

The bill would require the 3 public segments of postsecondary education and the California Postsecondary Education Commission to submit reports regarding implementation of its provisions, as specified.

The bill would request the California Postsecondary Education Commission to convene an intersegmental advisory committee on transfer access and performance for purposes of presenting reports to the Governor and the Legislature, as specified.

The bill would specify that none of these provisions shall apply to the University of California except to the extent that the Regents of the University of California, by resolution, make that provision applicable.

The bill would request the Board of Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California Community Colleges to prepare a plan for the implementation of the revised program of transfer functions.

(2) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement, including the creation of a State Mandates Claims Fund to pay the costs of mandates which do not exceed $1,000,000 statewide and other procedures for claims whose statewide costs exceed $1,000,000.

This bill would provide that, if the Commission on State Mandates determines that this bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to those statutory procedures and, if the statewide cost does not exceed

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$1,000,000, shall be made from the State Mandates Claims Fund.

The people of the State of California do enact as follows:

SECTION 1. The Legislature hereby finds and declares all of the following:

(a) A viable and effective student transfer system is one of the fundamental underpinnings of public postsecondary education in California. It is a community college's primary role to prepare students for upper division access to the University of California and the California State University.

(b) The transfer system must be implemented in such a way as to ensure the successful transfer of individual students to the University of California or the California State University, including the campus and major of their choice, if academic performance is satisfactory.

(c) The transfer function plays a key role in meeting educational equity since the pool of most recent high school graduates who attend the University of California and the California State University as freshmen admittants is not reflective of the racial and ethnic diversity of the state's population. An effective transfer agreement program will assist progress toward diversifying the race and ethnicity of baccalaureate degree holders.

(d) Community college students must have access to a viable and efficient transfer agreement program to the California State University and the University of California for upper division work toward a baccalaureate degree. A viable transfer agreement program for community college students gives otherwise excluded students a way into the university system.

(e) A transfer agreement program must be afforded to community college students who were eligible to attend the university upon graduation from high school and to those who had no initial eligibility but demonstrate successful completion of coursework and the will to succeed.

(f) A transfer agreement program for community college students has the greatest chance for success if the public universities attain and maintain a 60/40 ratio of upper division to lower division undergraduate students.

(g) All students who meet either the University of California or California State University eligibility requirements at both the freshman and the upper division level, and who apply as required, should be offered the opportunity to attend a University of California or California State University campus within the system to which the student applied.

The current practice of finding a place for every eligible student who applies is accepted as appropriate state policy. Students should be offered alternatives for upper division admission to the University of California and the California State University, depending upon which segment received the student's application, as follows:

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(1) Students eligible for admission to the University of California or California State University upon high school graduation may apply to a campus of their choice. If the campus has more eligible applicants than available spaces at the freshman level, the campus should offer the applicant the option of pursuing lower division education at one or more specified community colleges. Individuals accepting this offer shall receive, upon completion of specified academic work, high priority for admission at the upper division level at the campus that made the offer.

(2) Regardless of eligibility for admission to the University of California or California State University upon high school graduation, students should be provided the opportunity to attend a community college that offers a transfer agreement program in cooperation with a University of California or California State University campus. This option shall enable students to receive high priority consideration, enter into a contract, or attain equivalent special treatment when applying for university admission at the upper division level. Transfer agreement programs shall also provide high priority access to majors of choice. It is recognized that access to majors of choice will, in most cases, require completion of specialized coursework and attainment of a specified grade point average.

(h) Each community college district should ensure that its colleges have full development of a viable and efficient transfer system which includes transfer agreement programs, centers, and internal coordination of all counseling and student service efforts aimed at ensuring adequate student information, student assistance, and monitoring of progress toward each student's goal.

(i) No provision of the act which enacted this section during the 1991–92 Regular Session of the Legislature shall apply to the University of California except to the extent that the Regents of the University of California, by resolution, make that provision applicable.

SEC. 2. Section 66202 of the Education Code is amended to read:

66202. (a) It is the intent of the Legislature that the following categories be followed, insofar as practicable in the following numerical order, for the purpose of enrollment planning and admission priority practice at the undergraduate resident student level for the California State University and the University of California:

(1) Continuing undergraduate students in good standing.

(2) California Community College transfer students who have successfully concluded a course of study in an approved transfer agreement program.

(3) Other California Community College students who have met all of the requirements for transfer.

As stated in legislative findings, the transfer function plays a key role in meeting the state's goals of educational equity. Therefore, the

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Board of Regents of the University of California and the Board of Trustees of the California State University shall declare as policy for this paragraph and paragraph (2) of this subdivision that students who are eligible to transfer and who are from historically underrepresented groups or economically disadvantaged families shall be given preference, to the fullest extent possible under state and federal law, statutes, and regulations, in transfer admissions decisions, and shall design policies in conformity with state and federal statutes and regulations intended to facilitate their success in achieving transfer.

(4) Other qualified transfer students.

(5) California residents entering at the freshman or sophomore levels.

(b) It is further the intent of the Legislature that within each of the preceding enrollment categories, the following groups of applicants receive priority consideration in admissions practice in the following order:

(1) Residents of California who are recently released veterans of the armed forces of the United States.

(2) Transfers from California public community colleges.

(3) Applicants who have been previously enrolled at the campus to which they are applying, provided they left this institution in good standing.

(4) Applicants who have a degree or credential objective that is not generally offered at other public institutions of higher learning within California.

(5) Applicants for whom the distance involved in attending another institution would create financial or other hardships.

(c) It is further the intent of the Legislature that those veterans referred to in paragraph (1) of subdivision (b) who were enrolled in good standing at a campus of the University of California or at one of the California State Universities prior to military service receive priority over other veterans recently released from military service.

SEC. 3. Section 66202.5 is added to the Education Code, to read:

66202.5. The State of California reaffirms its historic commitment to ensure adequate resources to support enrollment growth, within the systemwide academic and individual campus plans to accommodate eligible California freshmen applicants and eligible California Community College transfer students, as specified in Sections 66202 and 66730.

The University of California and the California State University are expected to plan that adequate spaces are available to accommodate all California resident students who are eligible and likely to apply to attend an appropriate place within the system. The State of California likewise reaffirms its historic commitment to ensure that resources are provided to make this expansion possible, and shall commit resources to ensure that students from enrollment categories designated in subdivision (a) of Section 66202 are accommodated in

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a place within the system. In addition, transfer students from paragraphs (2) and (3) of subdivision (a) of Section 66202, shall be accommodated at the campus or major of choice specified in the redirection agreement, the approved transfer program or written agreements, unless these majors have been declared "impacted." For impacted majors, students shall be given the opportunity to have access to the major when spaces become available, and new freshmen shall be admitted to the major in a controlled manner to ensure that all transfer students described in paragraph (2) of subdivision (a) of Section 66202 have an equitable chance of being accommodated. It is the intent of the Legislature to fund programs designed to accomplish the purposes of this subdivision through appropriations made in the Budget Act to the public institutions of higher education, and the annual Budget shall contain appropriations necessary to accommodate all students from all of the categories designated in subdivision (a) of Section 66202.

The segments may, in implementing these enrollment plans and admissions practice priorities, consider the overall needs of students in maintaining a balanced program and a quality curriculum, and are expected to consider the state's goals of educational equity and racial and ethnic diversity of students and faculty in the planning and management of their admissions practices. It is further the intent of the Legislature that campus enrollment planning processes provide for the equitable treatment of the following: (1) all eligible entering freshmen; (2) continuing students in good standing; and (3) eligible community college transfer students with regard to accommodation in majors.

This part shall supersede any other law which conflicts with this part.

SEC. 4. An article heading is added to Chapter 9.2 (commencing with Section 66720) of Part 40 of the Education Code, to read:

Article 1. Transfer System

SEC. 5. Article 2 (commencing with Section 66730) is added to Chapter 9.2 of Part 40 of the Education Code, to read:

Article 2. Transfer Functions

66730. (a) The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges shall have as a fundamental policy the maintenance of a healthy and expanded student transfer system. Both the University of California and the California State University shall have as a basic enrollment policy the maintenance of upper division enrollment, which are students who have attained upper division status, at 60 percent of total undergraduate enrollment. This goal shall be met through programs

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aimed at increasing the numbers of qualified transfer students from the community colleges without denying eligible freshmen applicants.

(1) The California State University shall maintain its upper division enrollment, which are students who have attained upper division status, at approximately 60 percent of total undergraduate enrollment. Its planning documents shall reflect this policy.

(2) Commencing in the 1991–92 academic year, the University of California shall progressively increase the percentage that upper division enrollment systemwide is of total undergraduate enrollment through the 1995–96 academic year until that percentage reaches approximately 60 percent. This shall be accomplished through increases in the numbers of community college transfer students admitted to upper division standing at the university without denying eligible freshmen applicants. Planning documents shall reflect these expected increases.

(b) The governing board of each segment shall ensure that individual university and college campus enrollment plans include adequate upper division places for community college transfer students in all undergraduate colleges or schools, and that each undergraduate college or school on each campus participates in developing articulation and transfer agreement programs with community colleges. The governing boards shall meet this goal within their respective general statewide planning framework used to attain and maintain the state's goal of a 60/40 ratio of upper to lower division students, their segmental enrollment planning processes, and campus planning regarding program balance, educational quality, and other relevant goals.

66731. Student matriculation from community colleges through the University of California and the California State University shall be recognized by the Governor, Legislature, and the governing boards of each of California's public postsecondary education segments as a central institutional priority of all segments of higher education.

66732. The governing boards of each segment shall declare as policy that the student transfer agreement program shall constitute a significant role in achieving the goal of student diversity within their segments, and in ensuring that all students, particularly those currently underrepresented in higher education, have access to a university education. The governing boards of each segment shall design, adopt, and implement policies intended to facilitate successful movement of students from community colleges through the University of California and the California State University.

66734. The Board of Governors of the California Community Colleges shall have the authority and responsibility to guarantee that all community college students have access to courses that meet the lower division baccalaureate degree requirements of the California public universities. The Board of Governors of the California

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Community Colleges, with the cooperation of the Regents of the University of California and the Trustees of the California State University, shall ensure that all students are clearly and fully informed as to which community college courses and units are transferable and meet the general education and lower division major requirements at the California State University and the University of California.

66736. Each community college district governing board shall ensure that its college or colleges maintain student transfer counseling centers or other counseling and student services designed and implemented to affirmatively seek out, counsel, advise, and monitor the progress of potential and identified community college transfer students.

All policies and procedures shall give preference and emphasis toward enhancing the transfer of students from economically disadvantaged families and students from traditionally underrepresented minorities, to the fullest extent possible under state and federal statutes and regulations.

66737. The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges are expected to develop new programs of outreach, recruitment, and cooperation between and among the three segments of public higher education to facilitate the successful transfer of students between the community colleges and the universities. Every community college student who successfully completes the transfer agreement programs, as defined in Section 66738, in a community college shall have an appropriate place in an upper division university program.

66738. (a) The governing board of each public postsecondary education segment shall be accountable for the development and implementation of formal systemwide articulation agreements and transfer agreement programs, including those for general education or a transfer core curriculum, and other appropriate procedures to support and enhance the transfer function.

(b) The elements in a comprehensive transfer system shall include, but not be limited to, the following:

(1) Enrollment and resource planning; intersegmental faculty curricular efforts.

(2) Coordinated counseling.

(3) Financial aid and transfer services.

(4) Transfer articulation agreements and programs.

(5) Specific efforts to improve diversity.

(6) Early outreach activities.

(7) Expansion of current practices relating to concurrent enrollment of community college students in appropriate university courses.

(8) Centers.

(c) The governing board of each segment shall expand existing

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practices related to concurrent enrollment, in which community college students are provided the opportunity to take courses at University of California and California State University campuses, as space is available; and to expand opportunities for potential transfer students to participate in activities that familiarize them with the university campus.

66740. Each department, school, and major in the University of California and California State University shall develop, in conjunction with community college faculty in appropriate and associated departments, discipline-specific articulation agreements and transfer program agreements for those majors that have lower division prerequisites. Faculty from the community colleges and university campuses shall participate in discipline-specific curriculum development to coordinate course content and expected levels of student competency.

Where specific majors are impacted or over-subscribed, the prescribed course of study and minimum grade point average required for consideration for upper division admission to all of these majors shall be made readily available to community college counselors, faculty, and students on an annual basis. In cases where the prescribed course of study is altered by the university department, notice of the modification shall be communicated to appropriate community college faculty and counselors at least one year prior to the deadline for application to that major and implementation by the department responsible for teaching that major.

Community college districts, in conjunction with the California State University and the University of California, shall develop discipline-based agreements with as many campuses of the two university segments as feasible, and no fewer than three University of California campuses and five California State University campuses. The development of these agreements shall be the mutual responsibility of all three segments, and no one segment should bear the organizational or financial responsibility for accomplishing these goals.

The Chancellor of the California Community Colleges and the President of the University of California shall begin the process of setting priorities to determine which community colleges will receive first attention for the development of agreements. Criteria for priority determination shall include, but not be limited to, the percentage and number of students from economically disadvantaged families and underrepresented racial and ethnic minorities, and community colleges which traditionally have not transferred many students to the University of California. The priority list shall be completed by March 1, 1992. These considerations shall not be used in any way to displace current agreements between any community college and the University of California or the California State University.

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The Chancellor of the California Community Colleges and the Chancellor of the California State University system shall begin the process of setting priorities to determine which community colleges will receive first attention for the development of agreements. Criteria for priority determination shall include, but not be limited to, the percentage and number of students from economically disadvantaged families and underrepresented racial and ethnic minorities, and community colleges which traditionally have not transferred many students to California State Universities. The priority list shall be completed by March 1, 1992. These considerations shall not be used in any way to displace current agreements between any community college and the University of California or the California State University.

66741. As a result of systemwide and interinstitutional agreements, each community college student shall be assured of the opportunity to enter into a transfer agreement program enabling a student to receive high priority consideration, attain equivalent special treatment, or enter into a contract when applying for university admission at the advanced standing level. It is recognized that eligibility for transfer agreement programs will require completion of certain requirements as defined in interinstitutional agreements. It is also recognized that access to majors of choice will, in most cases, require completion of additional requirements, such as specialized coursework and attainment of a specialized grade point average.

Transfer agreement programs also shall carry high priority access to majors of choice. The University of California and the California State University shall require that continuing undergraduate students and community college transfer students are assessed against a common set of criteria for upper division standing to a specific major. However, generally speaking, access to these programs shall require completion of specialized coursework and attainment of a grade point average above the minimums defined in general admission requirements, such as those used in supplementary admission criteria for impacted or over-subscribed programs.

Alternatively, students may also, by meeting the University of California or California State University requirements for admission at the advanced standing level, simply wish to apply as required. All students meeting these admission requirements shall be guaranteed a place somewhere in the University of California or California State University system, as appropriate.

66742. The governing boards of the three public segments of higher education shall present annual statistical reports on transfer patterns via the California Postsecondary Education Commission to the Governor and Legislature. The reports shall include recent statistics on student enrollments by campus, segment, gender, ethnicity, and the ratio of upper division to lower division, including

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information on both freshman and transfer student access to the system. These reports should include, to the extent that data are available or become available, data on application, admission and enrollment information for all students by sex, ethnicity, and campus. For transfer students, this data shall indicate the segment of origin for all students. In addition, data shall be separately identified for transfer students from California Community Colleges, and shall identify the subset of applications which are completed together with admission, enrollment, and declared major information for that group. The reports shall describe the number of transfer agreements, if any, whose terms and conditions were not satisfied by either the California State University or the University of California, the number of California Community College transfer students denied either admission to the student's first choice of a particular campus of the California State University or the University of California or the student's first choice of a major field of study, and, among those students, the number of students who, upon denial of either of the student's first choices, immediately enrolled at another campus of the California State University or the University of California. The reports shall also include information by sex and ethnicity on retention and degree completion for transfer students as well as for native students, and the number and percentage of baccalaureate degree recipients who transferred from a community college.

66743. The California Postsecondary Education Commission is requested to convene an intersegmental advisory committee on transfer access and performance for the purposes of presenting biennial reports to the Governor and the Legislature on the status of transfer policies and programs, the diligence of each segment's board, and the effectiveness of these programs in meeting the state's goals for transfer. The report shall include information about all of the following:

(a) The effectiveness of transfer agreement programs and activities in enhancing the transfer function overall as well as the extent to which transfer program activities have been directed at students who have been historically underrepresented in the University of California and the California State University.

(b) The status of the implementation of the transfer core curriculum as described in Section 66720 for each community college, including information about the extent to which sophomore level courses needed for transfer are available on all community college campuses.

(c) Progress that has been made in achieving articulation agreements in those specific majors that have lower division prerequisites, and the dissemination of this information. The committee shall also explore methods to systematically measure the extent to which the state's goals of freshmen and transfer student access are being met, including analyses of the number of fully eligible freshmen or transfer students who are denied access to the

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system, and the reasons for that denial. The committee shall also address ways in which sharing of information about transfer students among the segments can be improved, including early identification of potential transfer students for intensive recruitment purposes.

No later than April 1994, the California Postsecondary Education Commission shall report to the Governor and the Legislature on the overall success of this chapter in expediting the goals of transfer, including recommendations about a common definition of transfer rates, including the identification of campuses and positions of employment that prevent progress toward a more effective transfer program, with specific recommendations about resource, program, or other incentives to encourage an effective intersegmental transfer program. The Governor and the Legislature shall monitor the success of the University of California and the California State University in achieving their targeted enrollment levels and in implementing these reforms. A substantial failure to implement reform, to achieve the 60/40 ratio by the designated dates, or to significantly improve the transfer rate of historically underrepresented groups, shall precipitate legislative hearings to determine the reasons why any one or all of these goals have not been met.

66744. No provision of this article shall apply to the University of California except to the extent that the Regents of the University of California, by resolution, make that provision applicable.

SEC. 6. The Board of Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California Community Colleges, are requested to each prepare a plan for the implementation of Article 2 (commencing with Section 66730) of Chapter 9.2 of Part 40 of the Education Code. These plans shall be submitted to the policy and fiscal committees of the Legislature by January 15, 1992.

It is the intent of the Legislature that each plan shall include a timetable for implementation of this act, including identification of additional resources that may be required. The Legislature acknowledges that some sections of Article 2 (commencing with Section 66730) of Chapter 9.2 of Part 40 of the Education Code, such as Section 66740, will require a phase in process and the full implementation of those sections will depend on the availability of resources.

The institutions are requested further to identify those additional resources required for faculty time associated with course articulation, and those that are associated with counseling, student advising and outreach to community college students. Any request for augmentation of a four-year segment's resources should further include an estimate of the resources currently being used for community college purposes as well as for analogous activities with high schools and high school students.

SEC. 7. Notwithstanding Section 17610 of the Government Code,

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if the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars ($1,000,000), reimbursement shall be made from the State Mandates Claims Fund. Notwithstanding Section 17580 of the Government Code, unless otherwise specified in this act, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of June 1996, the Commissioners representing the general public are:

Jeff Marston, San Diego; *Chair*
Ellen F. Wright, Woodside; *Vice Chair*
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach
Henry Der, San Francisco
Lance Izumi, San Francisco
Guillermo Rodriguez, Jr., San Francisco
Melinda G. Wilson, Torrance

Representatives of the segments are:

Roy T. Brophy, Fair Oaks; appointed by the Regents of the University of California;

Gerti Thomas, Albany; appointed by the California State Board of Education;

Philip E. del Campo, LaMesa; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University;

Kyhl Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and

Frank R. Martinez, San Luis Obispo; appointed by the Council for Private Postsecondary and Vocational Education.

The two student representatives are:

Stephen R. McShane, San Luis Obispo
John E. Stratman, Jr., Orange

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933.

PROGRESS REPORT ON THE COMMUNITY COLLEGE TRANSFER FUNCTION

Commission Report 96-4

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

1995

95-11 *Fiscal Profiles, 1995: The Fifth in a Series of Factbooks About the Financing of California Higher Education* (August 1995)

95-12 *California Colleges and Universities, 1995: A Guide to California's Degree-Granting Postsecondary Institutions and to Their Degree, Certificate, and Credential Programs* (September 1995)

95-13 *The Effectiveness of California's Oversight of Private Postsecondary and Vocational Education: A Report to the Legislature and the Governor in Response to Education Code Section 94345* (October 1995)

95-14 *California Public College and University Enrollment Demand 1994 to 2005: A Report to the California Postsecondary Education Commission* (July 1995)

95-15 *Closing the Door . . . Needed Facilities for California's Colleges and Universities: A Report by the California Postsecondary Education Commission Executive Director Warren H. Fox* (October 1995)

95-16 *Student Profiles, 1995: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (October 1995)

1996

96-1 *California Postsecondary Education Commission Workplan, 1996 Through 2000* (February 1996)

96-2 *Performance Indicators of California Higher: The Second Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (February 1996)

96-3 *Changes in College Participation: Promise or Peril? -- Adding the Interstate Dimension: A Report by the California Postsecondary Education Commission Executive Director Warren H. Fox* (February 1996)

96-4 *Progress Report on the Community College Transfer Function: A Report to the Governor and Legislature in Response to Senate Bill 121 (Chapter 1188, Statutes of 1991)* (June 1996)

96-5 *Faculty Salaries at California's Public Universities: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965)* (June 1996)

PROGRESS REPORT ON THE COMMUNITY COLLEGE TRANSFER FUNCTION • Commission Report 96-4